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G. W. JONES'S PLAN
OF
UNIVERSAL
PENNY RAILWAYS,
BY THE APPLICATION OF
TURNPIKES TO RAILWAYS.

A PRACTICAL PLAN,
SUITABLE TO THE GENIUS OF THE PEOPLE,
AND
CALCULATED TO SATISFY THE LOCOMOTIVE
REQUIREMENTS OF THE COUNTRY.

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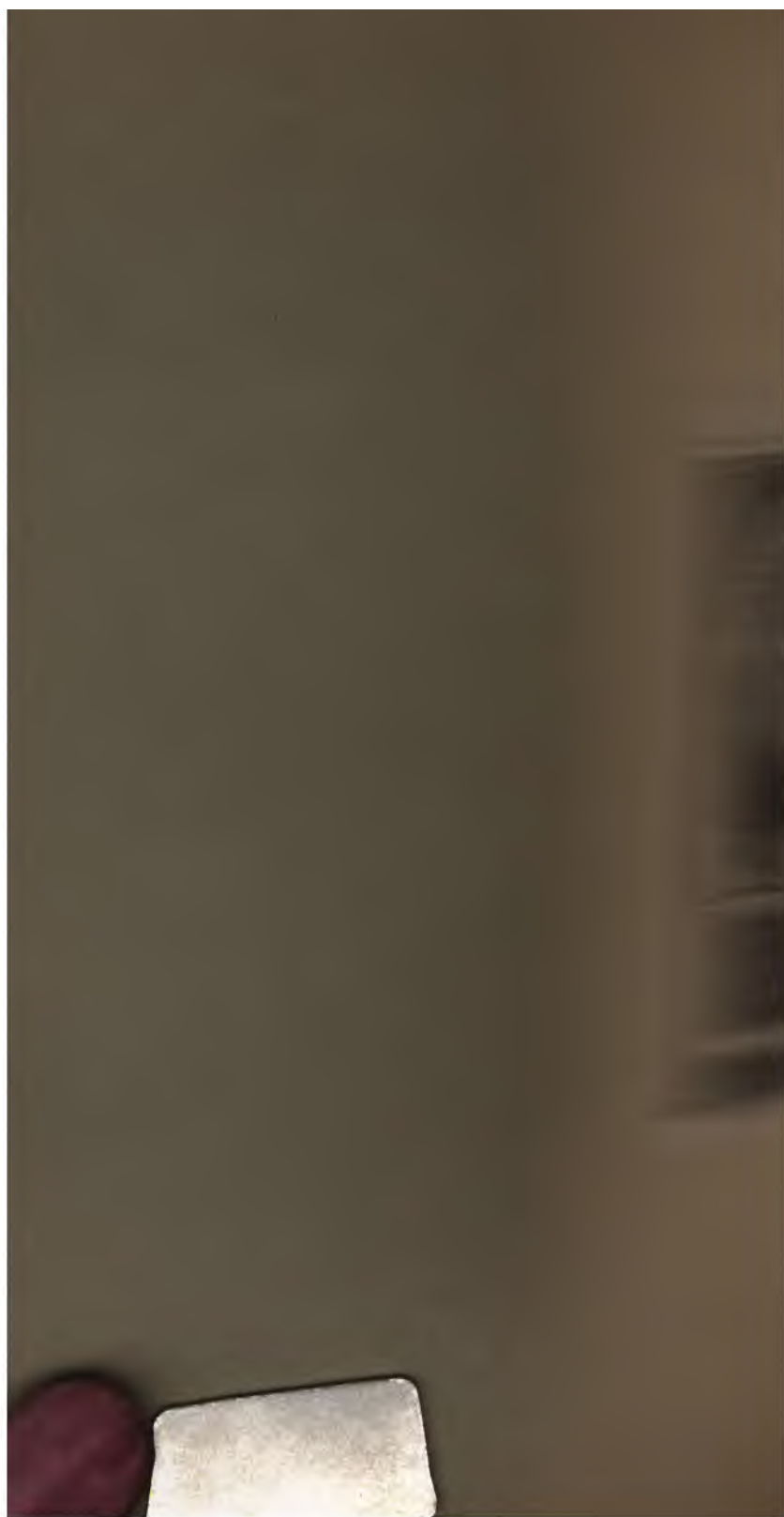
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1869.

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ADDRESS.

PEOPLE OF ENGLAND.

PEOPLE,—The *railways* of England superseded the *highways* of England. They are free and give equal rights to all. Railways are a monopoly and withhold the rights of the middle classes and the poor.

IT from time to time has spoken to the monopolists and made them surrender your rights, and holds in its hands the power of the rest.

It has spoken, and appointed her

side for securing the safe, exact, punctual, and cheap transit of passengers and merchandise upon the Railways with as near an approach as may be to uniformity of rate and equality of treatment to persons under similar circumstances.—(*Report p. 6.*)

COMMISSIONERS have well performed their duty. They have examined the matter with unusual diligence and report as follows:—

It is obvious that whilst the first-class long-distance passenger traffic is amply better provided for in this country than anywhere else in the world, the working-classes do not obtain that benefit from railway communication by the ordinary rates of the companies which a fair way is so well calculated to afford.—(*Report p. 61.*)

The following signatures are affixed to the report:—

“ Devonshire.
 “ Belmore.
 “ E. F. Leveson Gower.
 “ Robert Lowe.
 “ Thomas B. Horsfall.
 “ Robert Dalglish.
 “ Geo. Carr Glyn.
 “ Acton S. Ayrton.
 “ Douglas Galton.
 “ Edwd. Hamilton.
 “ J. R. McClean.”

The Right Hon. W. Monsell and Sir Rowland Hill make separate reports to express their views.

Mr. Monsell (for Ireland) says—

“ An act of Parliament should be introduced for the purchase of the Irish railways. The labouring classes, debarred by their poverty from the use of railways at high fares, would, perhaps, in a poor country thickly but unequally populated, be the principal gainers * * * * In Ireland experience proves that large profits may be accumulated from the shillings of the poor.”—(*Report p. 104-5.*)

Sir Rowland Hill (for Great Britain) says—

“ Experience has now shown that railways are essentially monopolies; consequently they are, in my opinion, not suitable objects for ordinary commercial enterprise . . . they cannot be advantageously left to independent companies . . . they should be in the hands of Government.”—(*Report p. 110.*)

The Queen and the Parliament so far have done their duty and are ready still to do it.

What have you done in your own behalf?

NOTHING!

Have you petitioned Parliament?

NO!

Charles Edward Stewart, Esq., was for near twenty years secretary to the London and North Western Railway Company up to the beginning of 1866. He was examined at great length by the commission, and gave evidence as follows:—

“ On the 12th and 13th of September 1861, which I believe may be taken as a fair average, there were booked at Euston 4,482 passengers, and for the accommodation of those passengers there were sent away trains containing seats for 13,512 passengers.

14,822. “ (Sir R. Hill.) That is about three seats for every passenger?—Yes; that is what they do now without any compulsion.

14,823. “ Were their reserved seats intended for any expected access of traffic after the train left Euston?—No; it arose from the attempt to send through carriages to so many towns. Then, with regard to the up traffic on those two days, 4,336½ passengers arrived at Euston, and there was space provided in those trains for 13,333 passengers.

14,824. “ Was there anything peculiar in those days which rendered that an unusual proportion of passengers to seats?—No, that is a fair average.

14,825. “ . . The number of people accommodated by putting on and taking off through carriages from those trains was 179, and to accommodate those 179 persons there were additional seats for 1,274 put on. Now, granting it was an accommodation to the 179, it had the effect of inconveniencing the 4,000; I believe the attempt to further convenience a few people produces a much

“larger amount of inconvenience to the many, and
 “that we are doing too much in the direction of
 “attempting to send through carriages.

14,832. “Then it would appear as though you
 “were of opinion that if the trains can be made
 “proportionate to the number of passengers, so that
 “there should be little or no waste of room, the cost
 “of conveying passengers might be very largely
 “reduced?—I think that the cost of conveying
 “passengers would be very largely reduced, and also
 “the punctuality of the trains would be increased, if
 “some mode of that kind could be adopted. For
 “instance, you set off now with an unwieldy train,
 “consisting of 25 or 30 carriages, when 10 or 15
 “would suffice.

14,833. “I suppose, in point of fact, that the cost
 “of conveying empty carriages is nearly as great
 “as the cost of conveying full carriages?—Very
 “nearly.

14,834. “And therefore the cost of running the
 “trains of which you speak would not have been
 “very materially enhanced had the number of pas-
 “sengers been three times as great as it really was?—
 “Not much; of course if passengers have a quantity
 “of luggage that makes a difference.

14,837. “(Lord Stanley.) In fact it comes to this,
 “does it not, that a passenger who has taken a first-
 “class place, unless there is a very unusual number
 “of passengers, thinks himself aggrieved if he has
 “only his own seat?—Yes; and then if he wishes
 “to smoke he fees the porter to lock him up.

14,839. “(Sir R. Hill.) But that waste would be
 “avoided if the passengers were willing to leave the
 “carriages on the main line, and step into carriages
 “on the branch line?—Yes.

14,840. “(Chairman.) Do you find an unwilling-
 “ness on the part of passengers to changing car-
 “riages?—Yes; the public have been spoilt, but I
 “believe, if they really consulted their own interest

“with regard to punctuality, that they had better
 “submit to a little inconvenience at the junctions
 “than suffer the delay which necessarily arises from
 “the present system, first of all having their carriage
 “taken off and added to another train, and then if
 “they are in a heavy train of 25 or 26 carriages it
 “does not keep its time.”*

THAT is the treatment of the ELEVEN PER CENT.
 —the first-class passenger on English railways.

In 1843 open trucks, some without seats, were used to carry third-class passengers on many English railways; and *that* is the amount of convenience, probably, which would be provided for them now, but for

THE DIRECT INTERFERENCE OF PARLIAMENT.

The third-class passenger is privileged (!) once a day to travel on a railway for a penny a mile, and this privilege he only obtained through

THE DIRECT INTERFERENCE OF PARLIAMENT.

The third-class passenger is carried only by the slowest moving trains. His train is shunted to a siding, like a goods train, and there he is detained *sometimes for hours together*, in the winter-time shivering with cold, often without a glimmer of light to cheer him.

The stage-coach on which he used to get a lift with a cheerful greeting from the coachman and the guard has been driven from the road and the railway substituted, where the third-class passenger is despised by the money-taker, snubbed by the porter, and looked upon as an intruder and an encumbrance by the railway director.

THIS is the treatment of the SIXTY-TWO PER CENT.
 —the third-class passenger on English railways.

* Royal Commission—Minutes of Evidence, pp. 693-4.

The third-class passenger looks abroad to see how railway travellers are treated there; and lo! in Germany he finds the *first-class passenger* is carried with all needful comfort for *less than the third-class passenger pays here*. In Belgium he sees the *third-class passenger carried for less than a farthing a mile*; provided with comfortable accommodation *by the express trains*; treated like a friend and thought worthy to be considered, cared for and respected. Why not here? For want of

THE DIRECT INTERFERENCE OF PARLIAMENT.

Is it not time then to call out lustily "something must be done"? Fellow-countrymen, the railways are our own whenever we choose to pay for them; and we have abundant means of doing so. We have a Prime Minister willing and able to help us: he was the author of that "*direct interference of Parliament*" through which already small privileges have been granted to you. We have the Reports of the Royal Commission on Railways describing the nature and extent of our malady, and partially suggesting a cure. Let us put our own shoulders to the wheel and complete the cure. Let us apply plentifully the Englishman's best plaster to the wound—**THE PETITION TO PARLIAMENT**—from every quarter of the empire. Let us thereby strengthen the hands of our parliamentary physicians. Let us consent no longer to follow tardily in the wake of railway civilization as practised all around us. But let *us*, the inventors of the railway system, take the lead as we ought to do, and act as becomes the inhabitants of the foremost country in the world.

G. W. JONES.

25, *Essex Street, Strand.*

UNIVERSAL

PENNY RAILWAYS.

"SOMETHING must be done." One of the most important epochs in the life of an Englishman and in the history of his country, is, when he, as a man, or the country, as a nation, arrives at the conclusion, "something must be done." It is his first halting-place. It is the first turnpike he arrives at on his way to do well. He has just paid the toll, and a very heavy one it was, and he asks the tollman which way he shall turn, for he has come a long way at a very great expense, and begins to think he has taken the wrong road? Tollman says "he can't advise him: he'll find many troublesome toll-collectors* and expensive gates that way, he knows, but where the road leads to and what the traveller will discover at the end of it he really cannot say. He thinks it would be safer to try another way!" By this observation the Englishman is set a-thinking. He never thinks at starting. He always takes the bright side of the road and goes ahead at a dashing pace until he meets with a disaster. A sprained ankle, a black eye, or an empty purse at once brings him to his senses, and he begins seriously to think "something must be done." In this manner he always gets into a labyrinth at first, but he always finds the way out of it, triumphantly. It was so in the Crimean war. He sacrificed thousands of lives and millions of treasure before he sat

* Tax-collectors.

down convinced that "something must be done." But having arrived at that point, it was done and he came out of it with honour. So with railways: the Englishman has spent five hundred millions sterling upon railways!* One-third of it thrown away or wasted. He now sees many of his railways bankrupt or falling into disuse;† and whilst *he* invented them and was the first to utilize them he sees the construction of them a prize to his neighbours and to himself a blank. But now he says "something must be done;" and it will be done: and the time is not far distant when the railways of England and Scotland—ay, and of Ireland—will produce more extensively that reward to which the Country of the inventor is especially entitled than can be looked for by its neighbours; unless, indeed, in addition to availing themselves of the invention, they likewise adopt the English mode of working it.

In the year 1865, just forty years after the first railway for the conveyance of passengers and goods by steam power was conceived, the ruinous state of railway property produced the conviction that the railways of Great Britain were not performing their functions as they ought to do, to the advantage of their proprietors and of the country at large. "It was deemed expedient," therefore, "that a Commission should forthwith issue for Inquiry into the charges now and heretofore made for conveyance on the several Railways of Great Britain and Ireland, and whether it would be practicable to effect any considerable reduction in such charges, and to report their opinion, *whether it would be practicable, by means of any changes in the laws relating to Railways or otherwise, to effect a more convenient interchange of traffic, and more economical arrangements for the working of railways, so as to make any considerable reduction in the costs of conveyance, and in the*

* Commissioners' Report, p. 28.

† Commissioners' Report, p. 93.

*"charges to the public on account thereof;"** and a Royal commission was appointed accordingly. And the labours of the commission resulted in the production of a very voluminous and most valuable collection of statistics and evidence and a most useful Report upon the subject;—the general report being supplemented by separate reports from two of the commissioners, the right Hon. W. Monsell and Sir Rowland Hill. But although the Commissioners collected all the materials necessary for arriving at the important point to which their great aim was directed—*"the discovery of some more economical arrangement, by which a considerable reduction in the cost of conveyance and in the charges to the public could be effected,"* they did not succeed in discovering an exact and definite scheme by which those two great objects could be accomplished; but, at p. 77 of the report, they say, *"it has already been shown that no general reduction in the cost of working can be expected."*

It is submitted, with all respect to the commissioners, that this decision of theirs is inconclusive; and that the present mode of working railways *does admit of a more economical arrangement, from which a great and general reduction in the cost of working may be expected;* and that the course of proceeding by which it may be effected will be found clearly explained in the pages of this pamphlet. It is submitted, further, that by the plan which the pamphlet will develop, and test by practical demonstration, the other great object also *"a considerable reduction in the charges to the public can be effected,"* without *"cheapening the means of conveyance by railway at the expense of the national exchequer,"*† perhaps even chiefly by a simple order of the Board of Trade requiring uniformity of practice on all the railways in the country; but certainly, in case of necessity,

* Commissioners' Report, p. 6.

† Report, p. 36.

by the exercise of the powers vested in the State by the Acts of 1844 and subsequently.

It is intended to refer extensively to the reports of the commissioners, and to extract from them all the evidence necessary to affirm the perfect feasibility and practicability of the project which this pamphlet is intended to develop, namely—*To exact a small toll from every passenger on entering upon a railway, and at certain points as he passes over it; the toll to vary according to the class by which he selects to travel; and to provide him with the means of conveyance free.*

The arteries of communication through the country have been allowed to fall under the control and management of a multitude of rulers—railway directors—who most unwisely act upon the presumption that their interest is somewhat antagonistic to the public, and largely antagonistic to each other; and the innocent traveller is made to suffer loss in various ways, in time and money, besides many inconveniences owing to this misconception. In the outset the public, represented by the landowner, extorted from the company an exorbitant price for his land, and now the company retaliates by extorting from the public an exorbitant price for passing over that land which was so dearly purchased. Happily it has been foreseen that this kind of antagonism was likely to arise, or, at all events that it was probable the unoffending public might be prejudiced by the unusual powers which Parliament was granting to railway companies; and so it happened that, in the year 1844, an Act was passed "*to attach certain conditions to the construction of future railways*" in the interest of the public. One of these conditions was that instead of open cattle-trucks without seats or covering, which some of the companies supplied for the conveyance of third-class passengers, railway companies should provide decent carriages, which should run at least once a day each way over the whole line, and convey the public protected from

the weather at not less than twelve miles an hour or more than a penny a mile. But a still more important condition was, that it should be lawful for the Lords Commissioners of Her Majesty's Treasury if they should think fit, at any time after the expiration of twenty-one years from the 1st of January, 1845, to purchase any railway which should thereafter be constructed, on terms which are therein distinctly stated. And, although 2,320 miles of railway had been sanctioned before the session of 1844, and are therefore excluded from the provisions of the Act,* and all the main lines of communication throughout England with the exception of the Great Northern Railway are included in that list, it may fairly be presumed that the terms set forth in this Act of Parliament would gladly be accepted by every existing company. The reins, therefore, are in our own hands. It is only necessary to discover a feasible and practicable plan whereby the public may be *surely* benefited by appropriating to themselves the powers granted to the railway companies, and the opportunity is afforded them, upon terms already known, of taking under their own care and management every railway in the kingdom.

Some attempts have been made tending to this end, but no plan for accomplishing the object has yet been promulgated which combines *simplicity*, *practicability*, and *equity* with undoubted *public utility* and *profit*, all which are points essential to induce the State to take the cause in hand.

A scheme was suggested many years ago by Mr. Galt† for the purchase of the railways by the Government and reduction of the fares to about one-third of those at present levied; and Mr. Galt gave valuable evidence upon the subject before the commission. But, speaking of his evidence, Sir

* Commissioners' Report, p. 33.

† "Railway Reform," Longman.

Rowland Hill in his report says: "while, however, it is but right that Mr. Galt should receive all the credit due to the persistency and energy with which he has pursued an object to which he has devoted much time and attention, it is to be regretted that his zeal in urging a measure so valuable in itself should have led him into much inaccuracy of statement and undue enlargement of expectation." This, perhaps, is somewhat hard upon Mr. Galt, for the main principle for which he contended—namely, the reduction of fares to one-third of the rate charged by English railway companies—has since been proved not only to be practicable but productive of much larger profit and more national benefit than the exorbitant terms which are exacted by English railway companies.

Another scheme is proposed by Mr. Brandon,* who appears to have aimed at assimilating the railway traveller to the posted letter; but he fails in the attempt. He suggests a uniform charge of 1s. first class, 6d. second class and 3d. third class for any distance "*existing fares below those rates remaining as at present.*" This is as if Sir Rowland Hill had fixed a penny as the uniform postage of a letter to the country, but had left the "twopenny post" as it existed when he took the cause in hand. The scheme has little to recommend it. Presuming, for the argument, that the payment would be sufficient to defray the cost of conveyance, that is not everything:—the extreme lowness of the fares, altogether, and consequent close approximation of that for the *highest* and the *lowest classes* would alone be fatal to it: it would open the railways to the people truly; but it must deprive the higher and wealthier classes of all comfort and convenience, *except for short distances*, in travelling by rail. Mr. Brandon, like Mr. Galt, deserves credit for the persistency and energy with which he perseveres in ventilating the

* Bell and Daldy.

principle of a uniform charge by railways, but his plan, if carried out, would fail in giving general satisfaction. Another scheme has been suggested by Mr. Williams, a barrister.* His book exhibits much industry and contains useful extracts from the report of the commissioners on Irish railways, with observations of his own which deserve attention and are calculated to be useful in dealing with the "appropriation of the railways by the State." But his scheme for a uniform rate of charge is simply a graduated charge of 4d. first class, and 2d. second class for each five miles or portion of five miles up to fifty miles, and an arbitrary charge of 5s. first class and 1s. 6d. second class for any greater distance. This, perhaps, is simpler and better than Mr. Brandon's plan, but it still falls short of the essentials before stated; for whilst for short distances the fare is increased by gradations, a person travelling fifty miles or five hundred miles would be charged the same; that, therefore, is not equitable, or such a system as the State could be expected to adopt and carry out.

In the report of the royal commission on railways the commissioners say: "the advantages which the public have derived from railways in passenger traffic are speed and comfort, and reduction of the actual cost of conveyance; the estimate of which depends on the manner in which railways are compared with other means of conveyance."

"The richer classes have benefited most largely in point of cost, because the railways enable them to dispense with posting. The middle classes have also largely benefited, if the second class carriage be compared with the inside of a stage coach, and the third class with the outside. The poorer classes have benefited most in regard to speed, because formerly they had no means of travelling except by waggon or on foot; consequently a person dependent on daily earnings was

* Stanford.

“practically unable to pass from one part of the country to another.”

“The average expense of posting was 2s. a mile with a pair of horses, and coaching fares before the introduction of railways were stated by Mr. Chaplin, in 1838, to have been 4½d. per mile inside, and 2½d. per mile outside, to which the incidental fees and charges would have to be added.”
—*Report of Commissioners*, p. 53.

And here also should have been noticed the fact, which is of course implied, that before the power and availability of steam were understood, when railroads for the conveyance of passengers were unknown, the only means of intercommunication between the Land's End and John o' Groat's house was the Queen's highway—the ordinary roads and byways of the country. This highway was originally made at the cost of the country, and was maintained and kept in repair by tolls levied upon travellers at turnpike gates, as is still done upon that description of road at the present day. The toll so levied was usually a very small one for the poor man's donkey, more for the yeoman's horse, and much more for the squire's carriage; thus giving *equal advantages to all, and requiring payment in proportion to the means of the contributor*.* If an individual or an association of persons desired to make a road, application was made to Parliament, as for a railroad; and if it could be shown that the making of such road was calculated to afford convenience to the public a licence was granted—an Act of Parliament—to levy a reasonable toll to reimburse the cost of construction and maintenance of the same, and a turnpike was set up accordingly; and every person riding or driving over it had to pay the toll. The further a person travelled over a turn-

* “Uniformity of charge and equality of treatment for all persons” (THE QUEEN'S command on appointing the Royal Commission on Railways).

pike road the greater number of tolls he had to pay. In travelling from Truro to Newcastle he had much more to pay than if his journey ended at Exeter, through which he had to pass; but that was *equitable*, and no one was ever heard complaining of the circumstance or requiring that it should be altered. A partial anomaly or inequality, however, could not be avoided. A space of fifteen or twenty miles, perhaps, intervened between two turnpike gates, and one traveller would drive over the whole length from one turnpike to another before he paid the toll; whilst another person lived a few yards only from the tollgate, and this one had to pay the toll before he had travelled half a mile along the road. The anomaly, however, had this advantage—it gave John Bull an occasion for a grumble without much cause, and so contributed to his contentment and happiness.

The facts propounded in the preceding paragraph are so well known and understood that it may seem superfluous to have related them; but the main principle to be recommended for adoption is comprised in the application of turnpikes or barriers to railroads throughout the kingdom; and it was thought useful, therefore, to call to mind the *exact* operation of taking toll upon the Queen's highways before laying the intended scheme before the reader.

It is intended to show by evidence deduced almost entirely from the reports of the commissioners on railways themselves, that the plan about to be explained contains the essential principles, and is calculated to perform the declared objects for the discovery and enunciation of which the Commission was appointed—namely, “*the practicability, by means of a change in the laws relating to railways, to effect more economical arrangements for the working of railways, so as to make a considerable reduction in the costs of conveyance and in the charges to the public on account thereof.*” And in order that the

reader may be the better able to apply the evidence used in the reports of the commissioners in proof of the practicability of this scheme, and of the great individual and national advantage that may be expected to result from its adoption, it is intended first to explain the scheme itself, and afterwards to produce the arguments by which it is recommended.

That the country should experience the full benefit to be derived from the system, *it may be necessary* that the State should purchase all the railways; but it is not absolutely certain that such a course of proceeding *will* be necessary. The railway companies may find it much more advantageous *to themselves* to adopt the tariff and mode of working, of which, by adopting part only of the railway system the Government may *set them the example and show them the results*. But the proofs are patent throughout the evidence taken by the Commissioners, that the highways of the country can hardly be satisfactorily left under the control of railway companies, however strictly the Government, by general rules, may attempt to bind them.

For the argument it is desirable to assume that all the railways are the property of the State: and the reasoning which follows, therefore, is based upon that hypothesis.

THE SCHEME.

All the main lines running east, west, north, and south from London shall be trunk lines; and on each of them at the most convenient positions and averaging about sixteen miles apart, a turnpike or stop station will be erected (Dublin of course will stand in the same relation to the Irish railways as London to the English, Welsh, and Scotch). Every passenger, at starting, will pay one penny (or 3d. second class, or 6d. first class), and for that payment he will be conveyed as far as the first turnpike or

stop station (alighting at any intermediate station) on the trunk line. If the passenger proceeds beyond the turnpike or stop station he has to pay again (the same toll, 1d. or 3d. or 6d.), and pursues his journey to the next turnpike or stop station, with the right of leaving the train at any intermediate station ; and so on throughout the entire length of the trunk line.

At every branch from the trunk line where to proceed upon such branch line a change of carriages takes place a fresh toll of 1d. (or 3d. or 6d. second and first class) shall be paid ; and the passenger from that point can proceed as far as the first turnpike or stop station on such branch line without further payment (alighting at any intermediate station). Here he pays again ; and so on until he arrives at his journey's end. The average distance between the turnpikes on the branch lines will be the same as on the trunk lines, convenience being the only guide as to where they shall be placed.

In this manner the railways of the present day will be assimilated to the Queen's highways of the past, but with this difference in favour of the traveller, that, whereas in times past he had to find his own conveyance, the country or the company now provides one for him in which, having paid the toll, he may travel from one end of the country to the other through all the mazes and intricacies of the railway system without the cost of a bait for a horse or a fee to guard or coachman.

Much inconvenience, delay, and expense to railway companies are occasioned by printing, issuing, collecting, and assorting the tickets issued to passengers, and apportioning the fare of each passenger who travels over more than one company's line between the various companies in proportion to the distance he has passed over each. Sometimes the fare will have to be divided proportionately between three, four, or more companies ; and the labour and expense

of doing this and keeping the accounts it occasions cannot be readily imagined. One of the metropolitan railway companies employs thirty-four hands and a superintendent to assort and arrange their tickets, to cancel those which have not been cut or obliterated and to nullify and destroy ready for sale as waste those which it is not necessary to keep for future reference. In the scheme under consideration by far the greater part of this expense will be entirely avoided.

The railways being all in the hands of the Government the assorting of tickets and apportioning parts of the fare received between several interests will, of course, be rendered nugatory. But, assuming that part of the railways remain in the hands of the companies, it will not be necessary to receive the passenger-toll for any distance beyond the limits of their own line, or trust as it is called upon the ordinary turnpike roads. At the end of their line as a matter of necessity a turnpike or stop station will be erected. Those who take tickets can book to the extremity of the line or trust upon which they are entering, but no farther. That will avoid all the expense of assorting and apportionment. But that is only a small part of the saving intended to be effected.

Two-thirds (62-100) of all who travel by railway in England are third-class passengers and to them it is intended no tickets shall be issued. A turnstile (as used for foot-passengers at the pay-bridges in London and at the Crystal Palace) will be erected at every station, and through it the third-class passengers will pass on going to the train, paying a penny toll to the money-taker, and the turnstile will register the number who pass through.

At every turnpike or stop-station *the third-class passenger* will have to leave the train; if he desires to go on further he will pass into the "on-room" to be provided for the purpose at each stop-station, there he will pay a penny to the money-taker, pass

through the turnstile and resume his place in the carriage; and the turnstile at every station will register the number of such payments. No toll will be taken for a third-class passenger for any distance beyond the nearest turnpike or stop-station to the station at which he joins the train. For every payment he makes he can travel to the next turnpike or stop-station on the line, or any intermediate station, and so on to the extremity of the kingdom paying one penny at every turnpike through which he passes.

By requiring the third-class passenger to leave the carriage at every stop-station the number of carriages required to carry the passengers from each stop-station will be known, and can be added to or reduced according to such requirement: passengers can be closer packed, and the wear and tear of superfluous carriages will be avoided.*

Second and first-class passengers will pay the fare and receive a ticket as at present; *they* also can pay at starting to any stop-station on the trunk line and thereby avoid leaving the carriage; alighting, of course, and leaving the railway at any station intermediate between that at which they pay the fare and the stop-station they have paid to. All tickets will be issued to a stop-station, and not to the particular station at which the passenger may desire to alight:—this, also, will simplify and save expense in printing and arranging the tickets for delivery to passengers and labour in assorting them.

A condition will be affixed to the ticket of the second-class passenger that, if required to do so, he shall change the seat he occupies and take another in a carriage better filled, with a view of avoiding the expense of running half-filled or nearly empty carriages. This condition may seldom be acted upon, but it will make a useful distinction between passengers of the first and second class.

* Questions 14,821 *et seq.* Royal Com., Min. of Evidence.

On entering a branch line a fresh ticket must be taken as is done at a turnpike gate on entering upon a fresh trust; but here, again, first and second class passengers can pay to the furthest stop-station on such branch line.

Each passenger, without distinction of class, will be privileged to take free in the carriage he rides in a carpet-bag or other unobjectionable luggage not exceeding 56 lbs. weight. All further luggage taken by the same train must be paid for at the rate of 1d. per cwt., or portion of a cwt., for each turnpike or stop-station it will pass through to its destination,—a first payment of 1d. per cwt. to be made in behalf of the station at which it is placed upon the truck. Extra luggage of the “people’s class,” *as well as* of the other classes, will be paid for at starting to its destination.

(It is not intended here to enter upon the great question of the carriage of goods by railway, but it may be incidentally observed that great simplicity may be effected in the charges, and much economy in keeping the accounts between companies, by adopting the turnpike system in lieu of the present mileage system of charges.)

The names by which the “classes” of passengers are distinguished will be altered. Instead of “third class,” “second class,” and “first class,” the classes are to be distinguished as “people’s class,” “middle class,” and “first class.” The “universal penny railway” is intended for “*the people* :”—for those to whom the difference between 1d. and 3d. is truly a matter of consideration; who will feel it no degradation to pass through the turnstile at each stop-station instead of paying treble to receive a ticket. “One of the people’s” condition is known and he can have no object in hiding it. The economy he will evince by travelling as cheaply as he can will not only be no disgrace but be a credit to him.

The “middle class” passenger will take his ticket

and ride in the carriage intended for him; and, without assuming a higher grade than his position warrants will not demean himself by a forced association with those whose position is far more humble than his own. The toll or fare payable by the middle-class passenger is so small that it would degrade him to avail himself of the cheaper class of conveyance, which was not intended for him.

The "first-class passenger" will naturally betake himself to that class carriage in which he will be likely to meet associates of his own position in society. The "fast trains" at double the ordinary fares he will select from preference, and, when the fares are so low a much larger proportion than at present will follow his example—always travel first class, and as often as possible select the "fast trains" to travel by. Thus a considerable augmentation in the proportion of first and middle class passengers may be expected.

Turnpikes for the most part are placed in the suburbs of a town or city, whereby the traveller is caught before he enters it or as he is leaving it; and it might perhaps have been productive of a few additional payments if the stop-stations had been placed three or four miles out of a town instead of in the heart of it. A passenger would have had to pay another toll for the short distance he had to go to reach the town, or on leaving it for the short distance he had travelled on the line; but it is wholly unnecessary to resort to any such unworthy means to increase the receipts. Let the study be to adopt those places for stop-stations which are best calculated to increase the comfort and convenience and save the time and labour of the traveller, and so render the railroad to him in every way attractive and commodious. To this end the places selected for stop-stations will always be at the existing stations in large towns or at a junction of lines. At every stop-station sidings

will be provided for shunting the ordinary trains so that during the time required for the people's class to leave their carriages, pay the toll, and resume their seats the opportunity may be afforded for fast trains to pass. Fast trains will run frequently along the trunk lines:—probably every third train, if not every alternate train, will be a fast train.

Fast trains will convey only first-class and middle-class passengers, at double the ordinary fares and at nearly twice the speed; and as the fares even by the fast trains will be low, it may be fairly presumed they will be patronised extensively, and for long journeys to a very great extent.

No fast trains will be run on the Metropolitan or such like railways, nor will turnpikes or stop-stations be erected on them; and, with rare exceptions, stop-stations will not be set up on any line the entire length of which is less than twenty miles. Upon these lines the "people's class" will pay a penny at the turnstile of any station; the middle-class and first-class passengers 3d. and 6d. each respectively and take their tickets, which payment will frank each passenger to the farthest or any other station on the line.

In the case of the "Metropolitan Railway," for example, when the inner circle is completed one payment will frank the passenger from the station at which he enters round to that station again, with the right of alighting at any other station that better suits his purpose.

Upon a short railway but of greater length than the average distance between the turnpikes or stop stations (15 or 16 miles), and having important towns in its route, some town of importance that will as nearly bisect the distance as possible will be chosen for the erection of the turnpike or stop-station. Take, for example, the railway from Manchester to Liverpool. The stop-station will be at Newton

Junction; and upon such railways and in such populous neighbourhoods fast trains will run frequently, carrying middle-class and first-class passengers only and at double the ordinary fares.

Although, as has been said, it will probably be found impracticable to work the railways harmoniously in joint connexion with the existing railway companies—and this seems to be the opinion of several of the Commissioners, among them Sir Rowland Hill, who strongly advocates the purchase of all the railways by the State*—yet, if it can be done, it seems desirable not to disturb so large an interest as 500,000,000 sterling of investments. Under any circumstances it appears to be generally understood that an exceptional mode of dealing is not only permissible, but indispensable, in the case of the Irish railways. Mr. Monsell's separate report is designed expressly to show that whatever be done regarding the English and Scotch railways the Irish railways should be purchased and worked by the Government; and estimates are given of the price at which the whole of them could be so purchased; £22,000,000 being the sum stated, the expenditure upon the lines having been £26,395,100.

In order to test the practicability and advantages to be derived from the adoption of the plan now under consideration, it is proposed that the Irish railways be purchased by the State; and that the trunk line from London to Crewe and Holyhead, the direct communication from London to the Irish railways, be also purchased and worked upon the plan herein described: and, it is further proposed that the trunk line of the Great Northern Railway from London to York and on to Newcastle and Edinburgh be also purchased and worked by the State in like manner.

The present proprietors of all the branch railways in England, Wales, and Scotland, springing from or

* Commissioners' Report, p. 122.

into these two trunk lines will be required to work them on this plan; and such proprietors will be guaranteed, while working such branch lines to the satisfaction of the Government, a minimum dividend equal to the average dividend earned by them during the last three years; any surplus earned to be divided in moieties between the Companies, severally, and the State.

The plan could not be satisfactorily tested upon a short railway or upon a small scale. The extent of test proposed, although likely to be less productive than when all the railways in the country shall adopt the system—when everybody will travel whether he has occasion to do so or not—will at all events give the project a fair trial.

To conclude, and in further illustration, it will be interesting and instructive as regards the method now submitted for working the railway system to set out the two lines which it is proposed the State should purchase in addition to the Irish railways, namely, that from London to Holyhead and that from London to Edinburgh; showing the places at which turnpikes or stop-stations will be erected, and the amount of toll or fare that will be payable from London and between all stations on these two respective lines. And, as all-important, tending so extensively as it must do to promote the prosperity of Ireland by making the inhabitants of Dublin and London more intimately known to and interested in each other, take in the first place under review the line from

LONDON TO HOLYHEAD.

TOLL PAYABLE FOR PASSENGERS.

Miles.	Stop-stations.	People's Class.	Ordinary Trains.		Fast Trains.	
			Middle Class.	1st Class.	Middle Class.	1st Class.
		s. d.	s. d.	s. d.	s. d.	s. d.
18	London to Watford ..	0 1	0 3	0 6	0 6	1 0
36	„ „ „ Cheddington	0 2	0 6	1 0	1 0	2 0
47	„ „ „ Bletchley ..	0 3	0 9	1 6	1 6	3 0
63	„ „ „ Blisworth ..	0 4	1 0	2 0	2 0	4 0
83	„ „ „ Rugby	0 5	1 3	2 6	2 6	5 0
97	„ „ „ Nuneaton ..	0 6	1 6	3 0	3 0	6 0
110	„ „ „ Tamworth..	0 7	1 9	3 6	3 6	7 0
117	„ „ „ Lichfield ..	0 8	2 0	4 0	4 0	8 0
127	„ „ „ Colwich	0 9	2 3	4 6	4 6	9 0
134	„ „ „ Stafford	0 10	2 6	5 0	5 0	10 0
158	„ „ „ Crewe	0 11	2 9	5 6	5 6	11 0
179	„ „ „ Chester	1 0	3 0	6 0	6 0	12 0
191	„ „ „ Flint	1 1	3 3	6 6	6 6	13 0
209	„ „ „ Rhyl	1 2	3 6	7 0	7 0	14 0
225	„ „ „ Conway	1 3	3 9	7 6	7 6	15 0
239	„ „ „ Bangor	1 4	4 0	8 0	8 0	16 0
246	„ „ „ Gearwen ..	1 5	4 3	8 6	8 6	17 0
264	„ „ „ Holyhead ..	1 6	4 6	9 0	9 0	18 0

Every ordinary train will run carriages for the “people’s class.”

Fast trains will carry only “middle class” and “first-class” passengers.

It cannot be expected that penny steamboats will be established to carry passengers across from Holyhead to Queenstown; but the time will surely come when the “people’s class” will be conveyed across for 4d. : * another penny will carry them to Dublin, and a penny more (making a total of 2s. from London) will land them anywhere within fifteen miles of the Irish metropolis: a single day will suffice for the entire journey, and 2s. will at any time take them back again to London.

* Fourpence is the price at which the boats from London-bridge to Westminster originally ran (A.D. 1837). They were known as the Flower boats, being called after the names of flowers. Nine

Next pursue the route from

LONDON TO EDINBURGH.

TOLL PAYABLE FOR PASSENGERS.

Miles.	Stop-stations.	People's Class.	Ordinary Trains.		Fast Trains.	
			Middle Class.	1st Class.	Middle Class.	1st Class.
		s. d.	s. d.	s. d.	s. d.	s. d.
22	London to Welwyn ..	0 1	0 3	0 6	0 6	1 0
44	" " " Sandy	0 2	0 6	1 0	1 0	2 0
59	" " " Huntingdon	0 3	0 9	1 6	1 6	3 0
76	" " " Peterboro' .	0 4	1 0	2 0	2 0	4 0
105	" " " Grantham..	0 5	1 3	2 6	2 6	5 0
120	" " " Newark....	0 6	1 6	3 0	3 0	6 0
138	" " " Retford....	0 7	1 9	3 6	3 6	7 0
156	" " " Doncaster..	0 8	2 0	4 0	4 0	8 0
171	" " " Knottingley	0 9	2 3	4 6	4 6	9 0
191	" " " York.....	0 10	2 6	5 0	5 0	10 0
210	" " " Thirsk	0 11	2 9	5 6	5 6	11 0
236	" " " Darlington .	1 0	3 0	6 0	6 0	12 0
261	" " " Durham ..	1 1	3 3	6 6	6 6	13 0
275	" " " Newcastle..	1 2	3 6	7 0	7 0	14 0
295	" " " Hexham ..	1 3	3 9	7 6	7 6	15 0
312	" " " Bellingham	1 4	4 0	8 0	8 0	16 0
338	" " " Riccarton ..	1 5	4 3	8 6	8 6	17 0
351	" " " Hawick....	1 6	4 6	9 0	9 0	18 0
364	" " " St. Boswells	1 7	4 9	9 6	9 6	19 0
371	" " " Galashiels..	1 8	5 0	10 0	10 0	20 0
386	" " " Heriot	1 9	5 3	10 6	10 6	21 0
395	" " " Dalhousie..	1 10	5 6	11 0	11 0	22 0
405	" " " Edinburgh .	1 11	5 9	11 6	11 6	23 0

boats were originally started, costing about £1,500 apiece, and were much smaller than those now employed. The estimate upon which the Company was established was that each boat might be expected to carry twelve passengers each way. The numbers and the contemplated returns, however, were not realized, and it was soon seen that "something must be done," and the Company resolved to reduce the charge to a penny for the whole distance, calling at Hungerford Market in the way. The Company have now thirty-four iron boats at work in the same trade. They are double the size of those originally employed, and cost about £3,000 apiece. They always carry a good freight, and are very often filled to the maximum that by law they are allowed to carry; and the shareholders are receiving a very satisfactory dividend on the amount of capital employed.

Every ordinary train to run carriages for the "people's class."

The toll to any station not a "stop-station" on the line will be the same as to the "stop-station" beyond it; and so, by reference to the above tables, the toll or fare to any station on the trunk line between London and Holyhead or London and Edinburgh can readily be ascertained.

Return tickets, with a week's grace allowed, will be issued *only* by the fast trains, and at the usual reduction of 25 per cent.

Excursion trains at reduced fares will be entirely done away with: but arrangements can of course be made for extraordinary occasions, such as reviews or matters of national rejoicing.

(N.B.—The scheme as above described may still, perhaps, admit of a further concession to the "people's class." The payments from first and middle class passengers according to the scale proposed, with one payment of a penny from the "people's class" on joining the Railway, and one penny on changing to a Branch line, would be quite sufficiently remunerative in a pecuniary point of view, as will be shown hereafter; and the people's class might be carried any distance along a trunk line (say from London to Inverness) without further payment. This would render "universal penny railways" as cosmopolitan, perhaps, as possible; certainly *as much so as would be compatible with the comfort and convenience of all the classes*; and is a point that may be worthy of consideration.)

Such is an outline of the system proposed for adoption; and if one question can be satisfactorily answered it seems difficult to discover an objection to the scheme. By the adoption of this plan all classes must be benefited. The benefit to the poorer class, already two-thirds of all the railway travellers, is such as could not fail to be felt by them and appreciated; it is so self-evident as to make any com-

ment upon it superfluous. To the middle-class, or second-class passenger, the numerous facilities it will afford him in his business, not to name the other thousand ways in which he may experience pleasure and advantage from it, are simply inconceivable. The landed proprietor, the first-class passenger—can there be a doubt of the vast amount of benefit that must accrue to him from the increased facilities it will afford of access between his estates and the nearest market-towns? The amount of saving it will afford to every one will be equal to his income-tax, be that what it may, for everybody travels more or less, and with this scheme adopted will travel infinitely more than heretofore; and the life and activity it will impart to commerce must render it of infinite advantage to the State. What then is to prevent its being carried out? What is that important question which requires to be solved before these great, these magnificent objects may be attained? Simply,

WILL IT PAY?

There is nothing connected with the scheme that can be approached with greater confidence than this, or be made more self-evident and intelligible. The proofs that it will pay are numerous and convincing. The evidence is taken from the highest and indubitable authority: the members of the Royal Commission on Railways are themselves the witnesses, and their testimony has been given after the most full and searching investigation.

There are institutions and individuals also that understand the value of a penny. The Pope understands it. The man who introduced into Railway Acts the compulsory clause that the poor man should be carried decently for a penny a mile understands it. He who made the penny receipt stamp universal, and makes everybody pay a penny to government when he draws a cheque upon his banker understands it. The man who conceived the

penny postage understands it. The steamboat company that carries passengers from London Bridge to Westminster for a penny understands it. The poor man who subscribes a penny a week to have a goose at Christmas understands it. But the 2,400 railway directors—whose pardon is invoked for naming them in contiguity with the goose—cannot understand it. In the year 1865 nearly 3,000,000 tons of coals were carried from the North of England to London *at three-eighths of a penny per ton per mile*, and the trucks were conveyed back empty for nothing; and the report of the Royal Commission on Railways (fol. 69, par. 146) says “IT IS SHOWN THAT THE PROFIT OBTAINED “FROM A WAGGON FULLY LOADED IS VERY CONSIDERABLE.” A ton of coals nearly three miles for a penny and take back the empty trucks for nothing! A weight equal to twenty ordinary full-grown third-class passengers carried nearly three miles for a penny! or, one passenger nearly sixty miles for a penny! (whilst the cost per train mile of carrying goods is greater than the cost of carrying passengers*) and the profit on doing it is VERY CONSIDERABLE. It is so considerable, that in this manner the railway companies realized by the carriage of *goods alone* in the year 1867, £21,544,365. And the total working expenses of all the railways in the kingdom for carrying ALL THE PASSENGERS as well as ALL THE GOODS were £19,848,952!—including very handsome salaries to these 2,400 directors,† including £853,041 rates and taxes, £477,707 government duty, £513,668 compensation for injuries to persons and goods, £343,525 legal and parliamentary expenses, and £1,155,082 miscellaneous charges; add to these the cost of

* “Cost of locomotive expenses, 7·65d. per train mile:—“this average may be resolved into 6·75d. per train mile for “*passengers*, and 8·5d. per train mile for *goods*.”—*Commissioners’ Report*, p. 75.

† At £200 a year each it amounts to £480,000.

maintenance of way, locomotive power, repairs and renewals and traffic charges, to make up the total of £19,848,952, and the carriage of coals upon these terms, and other merchandize, paid all these expenses, **EVERY ONE OF THEM**, and left a balance of £1,605,413, *besides all that could be made by the carriage of passengers* as that year's profits of the business. Was ever such a magnificent business carried on before? Was there ever such a chance given to a partnership of realizing an immense return for the capital embarked? They did carry 287,688,113 passengers who paid as they went, *all ready money*, and 119,791 season-ticket holders who paid in advance to travel over a portion of the line as often as they pleased; these passengers together paid for being carried on the railway £17,935,634. (Her Majesty's treasury paid £572,358 for conveying the mail-bags and the postmen.) And if the carriages that were employed to carry these 300,000,000 passengers had carried six times the number the cost would have been no greater!* There were 3,924,624 trains run to carry these passengers; so $73\frac{1}{2}$ passengers only, on the average, were conveyed by each train. Each train of seven modern-built carriages will seat 48 first-class, 80 second-class, and 400 third-class passengers; total, 528 (or 500, leaving room for the guard and luggage); and each engine employed is capable of exercising 400 horsepower without forcing.† If, therefore, seven modern-built carriages had been half filled at one-third of the charge, $13\frac{1}{2}$ per cent. more money would have been received ($3 \text{ times } 73\frac{1}{2} = 220$; half $500 = 250$.) If six times the number of passengers had been conveyed, the same number of carriages would have

* See Mr. Stewart's evidence, q. 14,833-4.

† "Engines may be held on the average to be capable of exercising 400-horse power without forcing."—*B. Haughton, "Paying and Non-paying Weights."*

seated them, and left seats for sixty to spare ($6 \text{ times } 73\frac{1}{2} = 439\frac{1}{2}$); the same engine-power would have drawn them; and, *at one-sixth of the charge*, the same amount of money would have been realized.

I do not pretend to scientific knowledge and shall doubtless be set down in Mr. B. Haughton's next pamphlet as one of the "*certain pamphleteers, magazine writers, and ambulatory orators in regard to this question.*" But that imputation I can well afford to brave. I receive my light from the lamp of commercial experience and common sense, and cannot agree with Mr. Haughton that we are "the best served" travelling community in the world," whilst we waste "*nineteen tons of train-equipment to carry one ton of passengers;*" whilst an excess of luxurious attention to the wealthy stands side by side with impediments of every kind to the commercial community; whilst by far the largest proportionate charge is exacted from the passenger who is least able to bear it; whilst the paying weight of a passenger train is only 4.89 per cent. of the total weight of the train, and *millions of the best paying part* of the community, anxious to increase the paying weight six-fold—nay ten-fold—are debarred from doing so by excessive charges—in other words, by the blindness and imbecility of the railway director. No! Until a portion of the luxury lavished on the rich as a railway traveller is yielded to promote the prosperity of England's mainstay—the middle classes—the commercial community;—until "the people" have their fair share of those advantages which railways are so well calculated to afford;—until, in the words of our Queen in appointing the "commission on railways," there be "*uniformity of charge and equality of treatment for all persons under similar circumstances;*"—I cannot join with Mr. Haughton in thinking "the people" of Great Britain are "the best served travelling community in the world."

Mr. Haughton says:—

“The railways of the United Kingdom at the present day are conducted by an accomplished, scientific, and highly skilled body of experts, who know their business, do it, and don't talk about it, and who, moreover, take out of the locomotive all they can, and present it freely and exuberantly to those whom it is their interest, as well as their pleasure, to accommodate—the travelling community; as shall presently be shown, this is, as the *Times* has lately stated, ‘the best served travelling community in the world.’ . . .

“That the public are not acquainted with these facts is, I believe, the secret of their discontent with the management of our railways. They place themselves willingly under the direction of theorists, who are not competent to realize the situation. Relieve them from this state of suspense in which they are placed, make them familiar with the reason why they cannot hope for a reduction of fares, and they will rest content, and railway property cannot fail to be the gainer thereby.

“Show them that the fares charged by excursion trains cannot be taken as a guide. Show them that the extremely low fares charged on the Belgian railways cannot be taken as a guide; 2nd, that they were constructed by the Government; 3rd, that these lines have cost £18,000 a mile as against £36,000 for the English lines; 4th, that these lines have been charged with no Parliamentary expenses; 5th, that land is of far greater value in England than in Belgium; 6th, that labour is dearer in England; 7th, that the speed of the Belgian trains is considerably less than that usual in England; that all these things combine to make the working of railways more costly at home, and so to produce higher tariffs of fares and rates.

“Lay all these facts and views of the question before the travelling public of England, and they will quickly wipe the film from off their eyes that now rests there, and be led to confess that, after all, the men who have invented and perfected the locomotive and the railway with its belongings, and instructed the world in the art of working and using it, are as likely to know how to tend and direct and manipulate it with skill and sagacity, as are their continental and other pupils.

“The English engineer knows that natural and economic laws must eventually prevail, no matter how the public may wish to dispense with their action; he knows the ways, paths, and tendencies of these laws, he knows how to respect them, as respected they will be, while he also knows how to bend them to his educated will.

“With these laws as his guides, and with the forces which nature permits him to wield as implements, he goes on in a safe and sure road of progress, and as he advances hardly turns his head to reply to the dreamers and triflers, who preach from the stump and the journal the reversal of the order of nature.

“This immense dead or non-paying weight has ever been a difficulty with the engineer These returns disclose the strange facts that the average British passenger weighs two tons with train accessories; by no known processes can these enormous multiplication of original net weights be reduced, consistent with affording that amount of personal security and comfort and accommodation now enjoyed.”

Mr. B. Haughton, president of the Civil and Mechanical Engineers' Society, is a great authority in all engineering matters. But, without his knowledge of engineering, I may be as capable of understanding that although 73 people in a train weigh, with the train, 143 tons, twice 73 people in the same train would not weigh 286 tons. That it would require nearly twenty times their number with all their luggage, estimated by Mr. Haughton at 2 cwt. each, to double the weight. And as each engine according to Mr. Haughton's own estimate is capable of exercising 400 horse-power without forcing, *six times as many passengers at all events, in point of numbers, and twenty times in point of weight, might be conveyed in the same number of carriages*, by the same number of trains, with scarcely a perceptible increase of the cost. (*Mr. Stewart, qs. 14,833 and 14,834, Minutes of Evidence, Commission on Railways.*)

In ordinary mercantile transactions 15 to 25 per cent. added to the cost of an article is considered a full and fair profit for the retail dealer: 5 to 15 per cent. a noble profit for the wholesale dealer; and each of them out of this provides for bad stock and bad debts, and pays rent, taxes, wages, and every other expense incidental to his trade; and if he can only get sufficient business on these terms he rarely fails to make a fortune. But such terms are either beneath the consideration of the English and Irish railway director or beyond his comprehension. Five per cent. upon a penny! Pooh! He will not consent to think of it. Can it be possible that the railway director has millions of customers kicking at his door money in hand, ready to pay him 100, 200, 300

per cent. profit *if he will trade with them in pennies*, and still he puts his foot and his shoulder against the door and fain would keep them out? He has the ablest counsellors in the country telling him how wrong he is, and compelling him to let some of the penny customers in, and, as it were by a species of dissolving views, laying the whole scene before his eyes, but he cannot see it! Leaving metaphor, however, let us endeavour to solve the problem for him by the simplest rule of arithmetic—that he cannot fail to understand.

WILL IT PAY?

Do railway companies carry coals at three-eighths of a penny per ton per mile, send back the empty coal-trucks free, and *profit considerably by the operation*? If so, the cost of working a train must be small indeed; and if all the empty trucks were filled with passengers, the cost of transit would be no greater. (Mr. Stewart, 14,833 and 14,834.)

But what is the cost of working a passenger train, consisting of seven carriages and containing five hundred passengers?*

The Commissioners on Railways, at page 75 of their report, supply the answer as follows:—

"Maintenance of way ..	6	35d.	
"Locomotive ..	6	75d.	
"Carriage, repairs, &c. ..	3	37d.	
"Traffic charges ..	6	91d.	
			s. d.
	23	38	or 1 11½"

We can afford to be liberal, so call it *two shillings per train per mile*.

* Seven carriages only are taken, because by universal consent that number is considered a fair average figure for the carriages in a train. Every example would show to much greater advantage with a larger number of carriages, and as regards the power of the engines, Mr. Forbes was asked, question 1518, "What loads would an engine take over such gradients (about 1 in 90)? Ans. They would take 35 waggons containing five tons "a waggon, the weight of a waggon being three tons and a half.

Two shillings is the cost of conveying five hundred passengers a mile; that is £1 12s. for sixteen miles.

The stop-stations or turnpikes in the proposed plan are placed on an average about sixteen miles apart. It will cost 32s., therefore, to work a passenger train from turnpike to turnpike.

In each hundred passengers who travel by rail in England at the present time the average is sixty-two third-class, twenty-seven second-class, and eleven first-class.†

(FIRST EXAMPLE.)

TURNPIKE TO TURNPIKE, 16 MILES.

	s.	d.
62 passengers at 1d. each ..	5	2
27 " " 3d. "	6	9
11 " " 6d. "	5	6
<hr/>		
100	17	5
		<hr/>
		5
 Toll (500 passengers)	£4	7 1
Cost of train—16 miles at 2s. per mile	1	12 0
		<hr/>
Profit (172 per cent.)	£2	15 1

TURNPIKE TO TURNPIKE.

(Carriages only half full.)

250 passengers at 17s. 5d. per 100	£2	3	6½
Cost of train—16 miles at 2s. "	1	12	0
			<hr/>
Profit (36 per cent.)		11	6½

All the cost covered, and 11s. 6½d. (36 per cent.) profit made on an outlay of £1 12s., without taking into account the amount received for excess luggage (over 56lbs. weight), or any toll from passengers in and out at stations between the turnpikes who would pay the same toll or fare as for the whole distance.

All this we can afford to look upon as nothing !

† "1st Class 11·03; 2nd Class 27·01; 3rd Class 61·96."—*Summary of Returns*, fo. 114.

The next example is that of a short train running between two populous towns, and passing a stop-station in the way. Take from Hatfield to Hitchin, passing the stop-station at Welwyn.

(SECOND EXAMPLE.)

HATFIELD TO HITCHIN, 14 MILES.

62 passengers 1d. each to Welwyn, and 1d. from Welwyn to Hitchin	£	s.	d.
	0	10	4
27 passengers 3d. each to Welwyn, and 3d. from Welwyn to Hitchin	0	13	6
11 passengers 6d. each to Welwyn, and 6d. from Welwyn to Hitchin	0	11	0
<u>100</u>	<u>£1</u>	<u>14</u>	<u>10</u>
			5.
Toll (500 passengers).....	8	14	2
Cost of train, 14 miles at 2s. per mile	1	8	0
<u>Profit (522 per cent.)</u>	<u>£7</u>	<u>6</u>	<u>2</u>

“Yes! that’s all very well,” says “Sceptic;” “but how would it fare with the long distances?” Let us see the result of a journey to Holyhead, on the way to Old Ireland.

(THIRD EXAMPLE.)

LONDON TO HOLYHEAD, 264 MILES.

(Ordinary Train.)*

	s.	d.	£	s.	d.
62 passengers at 1 6	4	13	0		
27 " " 4 6	6	1	6		
11 " " 9 0	4	19	0		
<u>100</u>	<u>£15</u>	<u>13</u>	<u>6</u>		
					5
Toll (500 passengers)	£78	7	6		
Cost of train, 264 miles at 2s.....	26	8	0		
<u>Profit (196 per cent.)</u>	<u>£51</u>	<u>19</u>	<u>6</u>		

* PRESENT FARES: 3rd class, 21s. 11d.; 2nd class, 35s. 6d.; 1st class, 47s. Return tickets (four days allowed): express, 3rd class, none; 2nd class, 71s. 9d.; 1st class, 100s.; ordinary, 3rd class, none; 2nd class, 59s. 3d.; 1st class, 78s. 6d.

LONDON TO HOLYHEAD.**(Carriages only half full.)**

	£	s.	d.
Toll, 250 passengers, at £15 13s. 6d. per 100	39	3	9
Cost of train, 264 miles, at 2s. per mile	26	8	0
Profit (48 per cent.).....	£12	15	9

Examine now the result of the longer journey.

(FOURTH EXAMPLE.)**LONDON TO EDINBURGH, 405 MILES.****(Ordinary Train.)***

	s.	d.	£	s.	d.
62 passengers at 1 11	1	11	5	18	10
27 „ „ 5 9	5	9	7	15	3
11 „ „ 11 6	11	6	6	6	6
<u>100</u>			<u>£20</u>	<u>0</u>	<u>7</u>
					5
Toll (500 passengers)			£100	2	11
Cost of train, 405 miles at 2s.....			40	10	0
Profit (147 per cent.).....			£59	12	11

LONDON TO EDINBURGH.**(Carriages only half full.)**

	£	s.	d.
Toll, 250 passengers, at £20 0s. 7d. per 100.....	50	1	5½
Cost of train, 405 miles, at 2s. per mile	40	10	0
Profit (23½ per cent.)	£9	11	5½

But there are many additional things to take into account. Excess luggage would be a large item:—the charge for each cwt. of excess luggage would be the same as for a “people’s class” passenger. The proportion of the travelling classes would be greatly altered; few besides the *very* poor would travel third-class and have to leave the train twenty-

* PRESENT FARES: 3rd class, 33s.; 2nd class, 51s.; 1st class, 70s. Return tickets (eight days allowed): 3rd class, none; 2nd class, 85s.; 1st class, 116s. 9d.

two times when for 3s. 10d. more they could take a through ticket and not leave the carriage during the journey: and further, most of those who could afford it would travel so long a distance by the fast train, for which they would pay double fare, and reach their destination in little more than half the time. The increase of profit which would be thus produced we leave to "Sceptic's" imagination.

(FIFTH EXAMPLE.)

LONDON TO EDINBURGH.

(Fast Train.)

	£	s.	d.
„ no "people's class"	„	„	„
355 passengers at 11s. 6d.	204	2	6
145 „ at 23s. 0d.	166	15	0
<hr/>			
Toll 500 passengers	£370	17	6
Cost of train, 405 miles, at 2s. per mile	40	10	0
<hr/>			
Profit (815½ per cent.)	£330	7	6

LONDON TO EDINBURGH.

(Carriages only half full.)

(Fast Train.)

	£	s.	d.
177 passengers at 11s. 6d.	101	15	6
73 „ at 23s.	83	19	0
<hr/>			
Toll 250 passengers	£185	14	6
Cost of train, 405 miles, at 2s. per mile	40	10	0
<hr/>			
Profit (358½ per cent.)	£145	4	6

It is interesting and useful to observe, in all the calculations just submitted, how nearly the total payments of the "people's class" approaches the total payments of first-class passengers. Yet how much less his wooden seat, his unlined, undecorated conveyance costs than that of his aristocratic neigh-

bour; how much less attention he requires; how much more profitable a customer he is.* But this is barely half the statement in favour of the "people's class." There are millions of the "people's class," there are only thousands of the other. Millions of the "people's class" in these islands have never set foot in a railway carriage; of the other class there are but a few thousands who can be made better customers than they are already. Look, then, at the "raw material" which the railways have got on hand imploring to be utilized. The largest and most profitable part of the great trade actually spurned, cast aside and repudiated!!

Look a little further at the calculations that have been made. Two shillings a mile has been taken as the cost of working a passenger train! Is that correct? It was thought well to base the estimates upon that cost, lest by appearing to magnify the profit to be made by an increased trade in passenger traffic the truth of the whole scheme might be doubted; but having done so with a very satisfactory result, it would perhaps be as well now to get a little nearer to the truth. The fact is, to carry 3,000 millions instead of 300 millions of people would scarcely make a perceptible difference in the annual expenses; and in the hands of Government, the expenses would be infinitely less to carry that larger number than they are now to carry the smaller one. It has been shown that three million

* Proportion per cent. of receipts from passengers in 1867:—

1st Class 25·01; 2nd Class 31·02; 3rd Class 40·43; Season tickets 3·54. In money the amount received from each class is as follows:—

From 1st Class Passengers	£3,979,501
2nd ,,	4,935,416
3rd ,,	6,432,064
Season-ticket holders.....	562,724
Excess luggage	1,453,571
Carriage of Mails	572,358

Total..... £17,935,634

tons of coals are annually carried to London at three-eighths of a penny per ton per mile. Hear Mr. Mallet, president of the Royal Society of Engineers (fo. 98): "At this moment on many of the lines of England coals are carried at a halfpenny per ton per mile, and pay a profit of between 200 and 300 per cent." Mr. Forbes (fo. 99): "Coal could be carried at a halfpenny per ton per mile all over Ireland." Earl of Lucan, chairman of the Irish Great Northern and Western Railway (fo. 101): "All heavy goods should be sent at a halfpenny per ton per mile." Mr. Bidder (fo. 102): "He should carry coal at three-eighths of a penny per ton per mile. He would carry passengers by one train per day at a farthing per mile. He had no doubt you would have an enormous number of passengers at a farthing a mile. He had a contract last year as to having coals in at a farthing per ton per mile. The stimulus that would be given to traffic by the lowering of the rates would be attended with great advantages." These are witnesses before the Royal Commission on Railways. Their evidence will be found in the Report at the pages marked against them. And in the opening page (Part I.) the commissioners themselves make the following report, which, taken in reference to the present attempt—contrary to the opinion and against the will of the ruling powers—to compel a wholesale reduction in passenger fares, is singularly apt, remarkable, and interesting, and most reasonably may be expected to be followed by a similar result:—

"In 1821 an Act was passed authorizing the construction of a railway from certain collieries near Darlington to the port of Stockton-on-Tees. This short line was destined to have an important influence on railway progress, as it was the first public line on which steam power was used for locomotion, and also the first to carry passengers. The Act of 1821 provided only for horse power ;

“but on the earnest representation, by George Stephenson, of the advantages that would result from the use of his improved steam locomotive, the promoters resolved to give it a trial, and an amended Act, obtained in 1823, contained a clause giving power to work the railway by means of locomotive engines, and to employ them for the haulage of passengers, as well as merchandise.

“It is worthy of remark that in order to check the use of this line for conveying coals for shipping, and to confine it to inland traffic, *parties interested in rival ports contrived to insert a clause* limiting the charge for the haulage of all coal to Stockton for shipping, *to one halfpenny per ton per mile*, whereas the rate of fourpence per ton per mile was allowed for all coals transported for land sale.

“It was supposed by all parties that it would be impossible to carry coals at such a low rate without loss; but *this rate not only turned out profitable*, but *formed ultimately* THE VITAL ELEMENT IN THE SUCCESS OF THE RAILWAY.”*

But, as these witnesses recommend heavy goods to be carried at such a low price, do they know how much it will cost to carry them? Would it not entail a loss on the companies to do as these witnesses suggest? The Commissioners' Report shall answer the question. What does it cost to carry coal by rail? Turn to page 76 of the Report and there get the answer in these words:—

“Receipts—320 tons at 3d. per ton per mile

“=10s. per double mile.”

“Expenses—320 tons at 23d. per double mile

“run, or 19 per cent. of the receipts:”

(that is to say)

Receipts . . . . .	..	10s.	0d.
Costs (including return of the trucks) . . . . .	..	1s.	11d.

Profit (421 per cent.)	8s.	1d.
----------------------------------	----	-----	-----

* “I took thee to curse mine enemies, and, behold, thou hast blessed them altogether” (Numb. xxiii. 11).

But can passengers be carried as cheaply as goods? Answer—CHEAPER! “Locomotive expenses average 7·65 (nearly 7½d.) per mile; but this average may be resolved into 6·75 (6½d.) *per train mile for passengers*, and 8·5 (8½d.) *per train mile for goods*. “The repairs to engines and carriages amounts to 3·57 (3½d.) per train mile; hence the average cost of a train for all these charges is 11·22 (11½d.) “per mile run” (Report fo. 75).

AND ELEVENPENCE FARTHING (11½d.) IS ALL THAT SHOULD HAVE BEEN STATED AS THE COST OF TRAIN PER MILE, INSTEAD OF 2s.; CONSEQUENTLY THE PERCENTAGE OF PROFIT IS, IN FACT, DOUBLE WHAT IS SET DOWN IN THE EXAMPLES.

This surely ought to satisfy the most sceptical of sceptics that

IT WILL PAY

to exact a small toll from every passenger on entering upon a railway, and at certain points as he passes along it; the toll to vary according to the class by which he selects to travel; and to provide him with a suitable carriage to travel in **FREE.**

But the arguments and proofs that **IT WILL PAY** are far from exhausted. By far the strongest proofs are yet to come.

Mr. B. Haughton shows to his own entire satisfaction that we cannot hope for a reduction of fares on English railways; we cannot carry passengers at the low price the Belgians carry them *because* our premises and plant have cost so much, and wages are so high. He says, “The extremely low fares charged on the Belgian railways cannot be taken as a guide: the Belgian lines have cost £18,000 a mile as against £36,000 for the English lines: they have been charged with no Parliamentary expenses: land is of far greater value in England

"than in Belgium: labour is dearer in England:*

"... All these things combine to make the working of railways more costly at home, and so to produce higher tariffs of fares and rates. Lay all these facts and views of the question before the travelling public of England and they will quickly wipe the film from off their eyes." . . .

All engineering matters shall be left to Mr. B. Haughton, but it is clear he may yet learn something of Commercial matters from a simple tradesman. JACK didn't know the difference between "*plaintiff*" and "*defendant*," neither did the COUNSEL know which part of the ship was "*abaft the binnacle*."

The retail dealer requires 15 to 25 per cent. profit on his returns, the wholesale dealer is content with 5.

The premises occupied by Messrs. Cook in St. Paul's Churchyard are worth from £10,000 to £15,000 a year rental; the first contract, for building a part of them, was £100,000; the wages of their staff of clerks, porters, warehousemen, travellers, &c., amount to from £4,000 to £5,000 a week; the returns of one department alone exceed a quarter of a million sterling a year. CALICO is a staple article in their trade, and they supply a retail dealer with a single piece at such a price as would require a microscope to discover the profit on a *yard* of it. Yet, by the extent of their transactions, they make an enormous fortune, aided *immensely* by the profit upon calico.

Smith, the retail linendraper, pays from £100 to £200 a year rent; the wages of his staff amount to £300 or £400 a year more; the returns of his trade are £4,000 or £5,000 a year; he gets a *penny a yard profit* on all the calico he sells, yet he barely pays expenses and gets a living for his family.

"A passenger" is a *yard of calico* in Messrs. Cook's hands, a *cwt. of coals* in the hands of the railway director.

* The lower classes have more money to spend.

Passengers are not only a staple article but *the most profitable commodity* that the railway director deals in; but with the premises and staff of Cook he is doing only the business of Smith. He gets a large profit on the little business he does but his expenses eat him up and he is on the high road to the *Gazette*. He carries 300 millions of passengers a year at a large profit *on each one*, but with the same premises and staff he could do twelve times the amount in that department, without a perceptible increase of expenses: and if he did that larger amount *at a fourth* of the profit on each passenger, the entire profits of that department of his business *would be trebled*, and he would make a fortune like Cook, instead of, like Smith, barely meeting his expenses.

WILL IT PAY?

If Government were driven to take the railways in hand, not only would the profits be largely increased by doing *a wholesale trade* instead of a *retail one* with the same staff, but by an

IMMENSE REDUCTION OF EXPENSES.

1st. By running carriages direct from point to point upon the trunk lines, and requiring passengers to change at the junctions—thereby abolishing the system of through carriages—“*the cost of conveying passengers will be very largely reduced, and also the punctuality of the trains will be increased*” (Stewart, Minutes of Evidence, q. 14,832).

2nd. A very great saving will be effected in the traffic charges by abolishing the issue of tickets to the “people’s class.” Two hundred millions of tickets annually are issued to them *now*; and if the traffic be only quadrupled, the issue of *eight hundred million* tickets would be saved by the adoption of the turnstile.

(800,000,000 tickets at 1s. 6d. per 1,000=£60,000.)

3rd. By adopting the “stop-station” principle in

charging both for goods and passengers, accounts would be greatly simplified, and the labours of the railway clearing-house greatly reduced and expenses lessened.

4th. Nine-tenths of the 2,400 railway directors could be relieved of the labour of obstructing the railways, and their salaries saved; and the remaining tenth employed to guard the public rights.*

5th. The removal of troops and police would be effected at one-sixth of the present cost. The payment now made is 2d. a mile for officers, 1d. a mile for privates;† the charge in future would be about one-third of a penny a mile for officers and one-sixteenth of a penny a mile for privates.

6th. All difficulties between the postmaster-general and railway companies would be obviated; the country would save annually £572,358 now paid for carrying the mail-bags and the postmen; all letters and post-office parcels would be carried on the railways free;‡ and the present rates of postage might be greatly reduced.

7th. Local rating, if not entirely abolished in consideration of the advantage which the neighbourhood would derive from contiguity with the railways, would be adjusted upon the equitable principle pointed out in the Report,§ and all taxes upon railways would be abolished|| (the amount now paid is £853,041).

8th. Compensation for accidents would be reduced to a fixed sum over and above the amount which all

* Say 2,160 salaries averaging £200 a year=£432,000.

† Report, p. 88.

‡ Continental Governments concede the lines on condition that the mails are to be carried free (*Report*, p. 62).

§ "The Poor Law Board should make an assessment for rating the whole railway, and then divide the amount according to an equitable principle between the several unions or parishes" (*Report*, p. 82).

|| "It cannot be to the interest of the nation at large to tax its own property for local purposes . . . local taxation should be abolished" (*Sir R. Hill's Report*, p. 114).

railway travellers (that is, everybody) would naturally effect on their lives and limbs in "*the Government Railway Travellers' Insurance office*," which it may reasonably be expected would produce a large profit to the State.

(Compensation for personal injury now paid amounts to £347,379.)

9th. The purchase of the bankrupt-stock of Irish railways by the State "at a great sacrifice," and of the English ones at "a large reduction upon the cost price"—the money being obtained on the credit of the British exchequer—would leave a considerable margin of profit for the State.

10th. Legal and parliamentary expenses would be largely reduced (the present cost is £343,525), and finally *a trifle might be saved* out of the miscellaneous charges (£1,155,082!).

WILL IT PAY TO TAKE THE TOLL AND CARRY PAS- SENGERS FOR NOTHING?

Before giving the final answer, it will be well to recall to mind the observations made when alluding to the tardiness of railway directors to recognize their best friends and enter upon the largest and most profitable branch of their great business:—how the British parliament had been to them the ablest counsellors and the gentlest friends; urging them to deal considerately with that great host of profitable customers who are waiting *to pay them for their waste*—to pay them for that which, daily, they throw away by wholesale;—modestly requiring them once a day to carry the poor man a mile for a penny, *that they might see the advantage they obtained by doing it*; and giving them, by Act of Parliament, twenty-one years to allow this seed to germinate and fructify.*

Yet, the twenty-one years are now passed, and we look back with wonder and regret to find that

* Act of 1844.

one thing only in the interest of the poor man has resulted from this kind advice and gentle teaching. *The directors originated the system of excursion trains.* And, although attended somewhat with danger and clogged with every obstruction that can be imagined to render them distasteful, still a throng of waiting customers flocks to them in shoals for want of a simpler and better means of transport, and it ought to be profitable. The reasons why it is not so are partly told in the Report of the commissioners, as follows:—

“Excursion trains are always well filled, and on that account should be remunerative; but the evidence shows that their profitable character is to some extent questionable. There is a great deal of empty running to collect the carriages and take them to the places whence the trains are to start, to take them back, and sometimes bring them again to take back the excursion passengers. Moreover, it is alleged that they seriously interfere with the ordinary profits of the line.—*Report, fo. 76.*”

But, besides all this kind and gentle treatment by Parliament, and the practical example it had forced upon railway directors by enacting the parliamentary trains, what has been going on around them to prove to them the want of wisdom in the course they are pursuing? While no country in the world contains the proportion of material for making profit out of railways that England does, every neighbouring country, by adopting the course pointed out to and rejected by the English railway director, is profiting immensely by pursuing it. And while the interest produced in this country upon the capital expended averages less than 4 per cent.,* the Belgian, Prussian, Central German, Italian, and other Continental kingdoms are netting 6, 7 and more per cent. *directly*; and *indirectly* are largely gaining by the additional facilities given to their

* Capital paid up	£502,292,887
Net Receipts.....	19,631,047

Per cent. to paid-up Capital=3·91.

commerce and manufactures *to the prejudice and cost of ours*. And in what way are they doing this? For the most part their merchandise is carried at much cheaper rates than ours; and, as regards the transport of passengers, the course adopted by them is its exact antithesis:—whilst we devote all our thoughts to the luxurious accommodation of the rich, they give every consideration to promote the convenience and prosperity of the poor;* and the result is, as it deserves to be, our partial failure and their great success.

Take Belgium, for example. Prior to the 1st of May, 1866, the fares were—

“1st Class .. 1·24, or 1½d. a mile.

“2nd Class .. 0·93, or less than 1d. a mile.

“3rd Class .. 0·62, or $\frac{2}{3}$ of 1d. a mile.”

—*Ireland, Second Report, p. 13.*

These fares will be looked upon as *very low* in England, especially if almost every train be made to carry third-class passengers as is done in Belgium. But the result of reductions previously made in the carriage of goods had proved so advantageous, that on the 1st May, 1866, the Belgian government made graduated reductions in passenger fares *also*;—varying from 6 per cent. on 25 miles, to 62 per cent. on 155 miles,—the longest length of railway which the country admits of,—thus reducing the fares for the longest distance to—

“1st Class .. 0·46, or less than a halfpenny a mile.

“2nd Class .. 0·32, or less than $\frac{1}{3}$ of a penny a mile.

“3rd Class .. 0·23, or less than a farthing a mile.”

—*Ireland, Second Report, p. 13.*

“The entire reduction on the fares for 155 miles “is—first class from 16s. to 6s.; second class from “12s. to 4s. 2d.; and third class from 8s. to 3s.”

* “You see the German women coming in with their large “baskets of vegetables or fruit a distance of 10 or 15 miles into “a market town, at a cost of three-eighths of a penny per mile, “and they make their marketing before twelve o'clock in the “day, and go away in crowds.”—*Minutes of Evidence, 1,225.*

But this is not all.

“The minister at the same time introduced two other changes in the fares and traffic arrangements —1st, by allowing third-class passengers to travel *by express trains*; 2nd, by fixing the express fares *for each class* at 20 per cent. instead of 25 per cent. above the ordinary fares, and so giving a greater proportionate reduction on express than on ordinary fares.

And the result of the reduction of passenger fares adopted 1st May, 1866, has been most cheering and satisfactory.

“In 1867, the first year after the change, 350,036 third-class passengers availed themselves of the privilege of travelling by express trains. There was, nevertheless, a concurrent increase of 81,058, or 27 per cent. in first-class passengers, and of 104,766, or 78 per cent. in second-class passengers above the number travelling by express trains in 1865” (*Ireland, Second Report, p. 14*).

“The tables compiled from the monthly returns of passengers and receipts show the results of two complete years after the change as follows:—In the year ending 30th April, 1867, the number of passengers increased by 820,086; in the second year, by 710,223; making an increase of 1,530,309 in the year 1867-8, being an increase of 13·78 per cent., or an average of nearly 7 per cent. per annum. (*Idem.*)*

And **THE ENGLISH RAILWAY COMMISSIONERS SAY** in their Report (*Ireland, Second Report, p. 15*)—

“The existence of a low scale of fares and charges in connexion with State railways is not peculiar

* United Kingdom, 1867, compared with 1866:—

Third Class Passengers increased	....	15,536,948
First , , , , ,	....	460,289
Second , , , , ,	DECREASED	.... 2,602,792

The total increase of passengers was only 4·88 per cent., although 393 additional miles of railway were open.

“to Belgium; the average receipts from passengers
 “on State railways in Prussia was, in 1864, 0·70d.
 “(less than three farthings), and in 1866, 0·57d. (a
 “little more than a halfpenny) per mile. On the
 “lines of Prussian *companies* the average receipts
 “from passengers was, in 1864, 0·77d. (a fraction
 “over three farthings), and in 1866, 0·66d. (two-
 “thirds of a penny) per mile: and fourth-class pas-
 “senger fares of 0·37d. (one-third of a penny) per
 “mile.”

After the evidence now given, and the experience
 afforded us by our neighbours, before finally put-
 ting the question,

**WILL IT PAY TO CARRY A MAN FOR
 NOTHING, REQUIRING HIM ONLY TO PAY
 THE TOLLS?**

observe, once more, the gentle pressure which
 Parliament, through the Royal commissioners on
 railways, puts upon the English railway director in
 the following paragraphs of their report (page 61):—

“**THE WORKING CLASSES DO NOT OB-
 “TAIN THAT BENEFIT FROM RAILWAY
 “COMMUNICATION BY THE ORDINARY
 “TRAINS OF THE COMPANIES WHICH A
 “RAILWAY IS SO WELL CALCULATED TO
 “AFFORD.**

“In the last session of Parliament” (the Report
 “is dated 7th May, 1867), “the late President of
 “the Board of Trade introduced a Bill which
 “provided, amongst other things, for compel-
 “ling all metropolitan railway companies to run
 “trains before seven o’clock in the morning and
 “after six o’clock in the evening to and from
 “stations to be prescribed by the Board of Trade,
 “**AT PRICES NOT EXCEEDING ONE PENNY
 “FOR EACH JOURNEY.**

“In consequence of the pressure of public busi-
 “ness the Bill was not passed,” but—

"We recommend that railway companies should be required to afford greater facilities for carrying the ordinary third-class traffic, by running at least two trains, with third-class carriages attached, each way daily; and that in such mixed trains whenever return tickets are issued for first and second-class passengers, they should in like manner be issued for third-class passengers.

"We consider that workmen's trains, on the principle of those proposed in the Railway Clauses Bill of the Session of 1866, should be run in and out of every large manufacturing town."—Report, fo. 61.

With facilities for travelling at a nominal cost few persons will doubt the locomotive propensities of the Englishman, the Irishman, or the Scot; it is not necessary, therefore, to take much pains to prove the fact. But it may be worth while to observe that by the plan now proposed every passenger of the "people's class" who travels more than sixteen miles will count as **TWO**: each one from London to Holyhead as **EIGHTEEN**, and to Edinburgh as **TWENTY-THREE** passengers. And every passenger, of whatever class, travelling with more than 56 lbs. weight of luggage will, in a pecuniary sense, carry a "people's class" passenger in his carpet-bag.*

WILL IT PAY?

The answer depends only on the question,

WILL THE PEOPLE TRAVEL ON THE TERMS PROPOSED?

* Charge for luggage over 56 lbs. weight 1d. per cwt. (or portion of cwt.) for each turnpike or stop-station it will pass through.



APPENDIX.

THE following selections from the REPORT OF THE COMMISSIONERS are strongly recommended for careful perusal. The full Report may be obtained for 1s. 4d. (postage, 4d.), either of Messrs. Spottiswoode or of Davies and Co., Finch Lane, Cornhill.

The figures refer to the folio of the Report from which the extract is taken.

20. An Act of Parliament constitutes an engagement with the promoters on one side and the public on the other; that this principle rightly understood conveys to the promoters no right that their privileges shall be exclusively maintained when they cease to be consistent with general advantage; but . . . should not be taken away upon any other than clear grounds of public policy.
- " Attempts to guide committees have invariably failed.
- " Every company should be compelled to afford the public the full advantage of free interchange of traffic from one system of railway to another.
28. Whilst in France there is less than $1\frac{1}{2}$ miles of railway, in England and Scotland there are $2\frac{1}{2}$ miles of railway, to 5,000 inhabitants.
30. Parliament has reserved to itself the right of purchasing the lines after the expiration of a definite period, if it should consider that the public interests require such purchase. Parliament has also reserved a power in certain contingencies of reducing the maximum tolls and rates leviable by railway companies, and has also reserved the right of passing any general railway Act it may deem necessary for regulating the railway system.
32. It was clearly contemplated by Parliament that it might be desirable at a future time to reconsider the relations of railways to the State, inasmuch as it is stated in the Act of 1844 that it is not intended to prejudge by its provisions the policy of revision and purchase, but to leave the question open for the future consideration of the Legislature upon grounds of national policy.
33. As the period of 21 years fixed by that Act for the purchase of railways authorized in 1844 has now elapsed, the proper opportunity for a full examination of the question has manifestly arrived.
34. The question, however, of Government purchase deserves full inquiry in a broad point of view, and the expiration of the period fixed in the Act of 1844 affords a good opportunity for inquiring, with the help of the experience which has now been acquired, whether a change of system is desirable.
- " There being also above 2,300 miles (including some of the most important lines in the country) not subject to the Act of 1844, the purchase of these lines, which would be absolutely necessary to carry out the scheme, could only take place with the consent of the proprietors, and this could only be obtained by the offer of liberal terms.
35. In addition to the diminution of assumed profit arising from this cause, it must not be forgotten that as the Government would have to enter the market to borrow £400,000,000 or £500,000,000 to carry out the operation, the terms upon which this could be raised would in all probability be materially affected.
- " The depressing effect upon public securities would be equally felt, whether the Government conducted the whole operation at once, or whether it came into the market year after year to repeat an operation of about £25,000,000 a year; and it is not easy to foresee what the price of consols would be under the proposed addition of £500,000,000 to the national debt.
- " It is therefore probable that the Government would have to exchange the income of the railway companies for an equivalent income in consols.
- " It has not been distinctly pointed out to us in what respects it is to be expected that the system of management by lessees would be superior to that of the

existing boards, but it is obvious that there are but two possible sources of improvement, viz. (1), the reduction of working expenses, and (2) the obtaining a greater amount of work from the engines and carriages, and so increasing the receipts in proportion to the expenses.

36. The general result of our inquiries is, that in the great heads of expenditure an increase rather than a decrease is to be anticipated, and that the economy arising from carrying full train loads could be obtained only at the sacrifice of convenience and accommodation.

And, as there is no intention of cheapening the means of conveyance by railway at the expense of the national exchequer, all general laws should be such as would not entail any loss in the administration of the railways.

Parliament has reserved to itself the right to pass any general law to regulate the railways owned by the several companies, therefore it would be just as easy to legislate on this basis for the existing system; and hence any alteration in the law, if desirable, could be obtained by the machinery of the present companies, without transferring the administration of the railways to new companies.

37. In the event of the Government at any future time purchasing the railways, it has been judiciously provided in the Act of 1844 that the price shall be estimated upon the net divisible income of the line, without regard to the capital expended upon its construction.

39. On the part of the public it is complained that the charges are so high that the resources of the country are in consequence not developed. An opinion has also been very generally expressed, with more or less confidence, that the increase of traffic which would follow a large reduction of charges would be so great as ultimately to entail no loss. There is no doubt that in certain circumstances a well-considered reduction is advantageous, and we understand that in some cases where the policy of lower fares than usual has been adopted by railway companies the results have been satisfactory, but we have no facts before us to justify an opinion that a general reduction on a large scale would not be attended with loss.

54. The reduction of fares has mainly arisen from the issue of return tickets for extended periods of time proportionate to the distances, which are a great boon to the trading community. As regards the third class, the number of third-class trains has not materially increased, except in the vicinity of large towns, and no return tickets are as a rule issued to this class; but on the other hand an entirely new description of traffic has sprung up, viz., the excursion trains, which afford a very great amount of accommodation to the poorer classes.

The published statistics of passenger traffic appear to show that the second and third classes are the sources of passenger traffic which admit of the greatest development. On the London and North-Western Railway a comparison of 14 years showed that with an increase of mileage of 166 per cent. the number of miles run by the passenger trains had increased 152 per cent.; and that whilst the total increase of passenger receipts had only been 78 per cent., the receipts for first-class had increased 40 per cent., for second-class 74 per cent., but the third-class had increased 162 per cent., that is to say, it alone had kept pace with the increased mileage.

56. In Belgium, Germany, and Italy, it will be seen by Appendix DN, the same general result is found as in France, viz., a less number of trains for first and second-class passengers than in England, but a greater number of third-class trains. In Prussia there is a fourth class, at very cheap fares.

58. In Belgium no luggage is allowed free beyond such hand articles as can be placed under the seats without inconvenience to the passengers. All else is charged at the rate of about 9d. per ton per mile.

In Germany the usual rule appears to be, for all classes, about 50 lbs free, and about 8d. to 1s. per ton per mile extra.

59. To complete, however, any comparison it would be necessary to compare the comfort afforded on English lines in the number of passengers in proportion to the number of carriages, as well as in the arrangements to prevent the passengers from being subject to change of carriages at junctions, with the rigid system prevailing on French and other continental lines, by which the passen

gers are made entirely subordinate to the convenience and economy of the railway companies.

59. In comparing the passenger traffic in England and in France, it would appear generally that first-class passengers in England availing themselves of through fast trains for long distances are carried at higher speeds (at somewhat higher fares, regard being had to the charge for luggage made in France, and to the more limited issue of return tickets), but in France persons travelling by ordinary trains or third-class trains are carried at a lower rate than in England, and with more frequent trains.
60. The French, as a rule, give more frequent means of intercommunication to the third class between the stations upon their railways than we do.
" In Belgium a considerable increase of traffic has followed the reduction which has from time to time been made in the rates; notwithstanding which the profit on the capital cost of Government lines yields 6 per cent. interest.
" An important element in accommodation to passengers is the punctuality of the trains; unpunctuality is a great element both of inconvenience and of danger.
61. The Commission appointed by the French Government dwelt in its report at some length upon the advantages which result from increasing the comfort and reducing the cost of travelling. They inveighed against the feeling which prevailed in France, and which has prevailed quite as much with us, of making the lower classes uncomfortable in order to drive into a higher class those passengers who the managers of the railways considered should have travelled in that higher class. They urged that persons generally select the class in which they travel, with the object of meeting others of their own rank in society. The inconvenience to which second and third-class passengers have been subjected has diminished the inducement to travel in persons who would naturally have travelled in those classes, whilst it is the interest of railway companies to encourage travelling, and to draw their traffic from the lower classes of the population, who are the most numerous.
" The Commission further urged the want of expansion in the passenger traffic on French railways as an illustration of the absence of encouragement to this traffic, and showed that whilst in ten years the receipts from passengers had only increased from 16,814 francs to 17,980 francs per kilometre, the receipts from goods had increased from 12,411 francs per kilometre to 30,060 francs. They considered that this was partly attributable to the fact that the average fare per passenger had remained stationary at about 0.9d. per mile, whilst the price for goods and minerals per ton per mile had been decreased from 1.2d. to 0.9d., and they argued that the probable cause of the want of expansion of the passenger traffic was that the fares have been kept up too high.
" It is, however, obvious that whilst the first-class long-distance passenger traffic is probably better provided for in this country than anywhere else in the world, the working classes do not obtain that benefit from railway communication by the ordinary trains of the companies which a railway is so well calculated to afford.
" The price to be paid for military and police is fixed by the Act for the Regulation of Railways at 2d. per mile for officers and 1d. for privates; the authorities of the War Office have complained that where railway companies are actually charging lower fares for first and third-class passengers they exact the statutory amount from the military. We are of opinion that in no case should a railway company be entitled to charge more for the military and police than it charges for ordinary first and third-class passengers.
62. On the continental railways, as we have observed, the Government has conceded the lines to the companies on the condition that the mails are to be carried free.
66. Until the opening of the Great Northern railway the conveyance of coal to London by railway had no material importance. At the present time it amounts to nearly 3,000,000 tons a year.
" In 1842 the receipts from passengers formed 74 per cent., and the receipts from goods 26 per cent., of the total receipts on railways; in 1862 the receipt, from passengers formed 46 per cent., and the receipts from goods 54 per cent., of the total receipts.

66. It is thus clear that a greater development has taken place in goods traffic than in passenger traffic. The development of traffic has no doubt been greatly facilitated during the last twenty years by the union of small companies into larger systems by amalgamation, by which unity of management on trunk lines has been obtained. Thus formerly the lines from London to Liverpool belonged to three different companies. The carriages and waggons of one company were not allowed to pass on to the lines of the other companies, and, as we have already mentioned, the Board of Trade Report for 1843 shows the great delays, expense, and inconvenience experienced by the public and the railway companies from that arrangement.

69. It is shown that the profit obtained from a waggon fully loaded is very considerable.

74. The mere locomotive and traffic charges amount at the present time to 64·95 per cent. of the whole, and the maintenance of way to 18·31 per cent. additional, making a total of 83·26 per cent., and these heads of expenditure must always form the main items of charge under any system of working.

" At the present time on the Great Western Railway the cost is as follows:—

	d.
Fuel	1·71
Wages of Enginemen and Firemen	1·49
Wages of Cleaners and Cokemen, &c.	·43
Oil, tallow, and sundry stores	·28
Wages and materials for repair and renewal of engines and tenders ..	3·24
Water, including pumping engines	·18
Salaries of Superintendents	·16
Gas, rates, buildings, and fire charges	·13

Total 7·62

or more accurately, as deduced from the cost and mileage..... 7·65

75. This average may be resolved into 6·75d. per train mile for passengers, and 8·5d. per train mile for goods.

" The repairs to engines and carriages, including the rent of waggons which the company hire, amounts to 3·57d. per train mile; hence the average cost of a train for all these charges is 11·22d. per mile run.

" The other items of expenditure which form part of the expense of the trains on the Great Western Railway are shown in detail in the following list extracted from Sir Daniel Gooch's evidence:—

Per Train Mile.

	d.
Maintenance of way	6·35
Locomotive	7·65
Carriage and waggon repairs	3·37
Rent for waggons	·19
Traffic charges	6·91
General charges	2·74
Compensation	·45
Furniture, &c.	·13
Working joint lines and stations	·99
Fire insurance	·07
General office expenses	·62
Government duty	1·12
Miscellaneous expenses	·04
Rates and taxes	1·10
Bad debts	·06
Stamps for debentures.....	·02

s. d.
2 7·81

75. The whole cost of working a train on the Great Western Railway for 1865 amounts to 2s. 7-81d. per train mile; on the Great Northern Railway to 2s. 6-685d.; on the South Eastern Railway the expense is 2s. 10-72d.; and on the Northern of France 2s. 7-34d.

" The examination which we have given to this question leads us to the conclusion that it is not probable that any diminution of the cost of the principal items of charge can be anticipated, but that the only saving which could possibly arise would be in details of expenditure.

81. That the existing mode of ascertaining the assessable value leads practically to the assessment of profits of trade, and stock in trade, and is vexatious, difficult, and uncertain in operation, and creates inequalities which do not usually attach to the assessment of any other kind of property.

" The general principle upon which railways should be rated is a clear one, viz., to take the net annual value of the land as improved in the hands of the railway company by the construction of the line, stations, and other works, without reference to their profits as carriers; that is, to take the rent which would be paid by a tenant to whom the line might be leased.

82. The Poor Law Board should make an assessment for rating the whole railway, and then divide the amount according to an equitable principle between the several unions or parishes.

Report of the Right Hon. W. Monsell, M.P.

93. All seem to agree that the fundamental evil of the Irish system is want of unity of management. All complain of a disinclination to amalgamate on the part of the directors and of the rivalries and jealousies that exist between the various companies. Mr. Meldon, a large landowner in Galway and solicitor to two companies, thus described the management of the Irish railways. "There are," he said, "56 lines of railways authorized by Act of Parliament, most of them working. Their average length is about 48 miles long. Although the Great Southern and Western is 387 miles long and the Midland Great Western 242 miles long, yet very many of them do not extend 10 miles. Most of these 56 lines have a separate board of directors, separate engineers, solicitors, and secretaries, thus there are 430 directors, 56 solicitors, 56 secretaries, and upwards of 70 engineers, who absorb a large portion of the receipts of the lines. It strikes me most forcibly that a board sitting in Dublin, consisting of three intelligent business-like men, would be able to do the entire business which the 430 directors do, and do it very much better. A vast saving of expense would be the result, and harmonic action would ensure a thorough connexion, when established, which is much required, and the traffic would be fairly developed." Captain Huish, who was for eighteen years manager of the London and North Western Railway, attributes to this divided management four facts which he says must strike every one that travels on Irish railways—that the rates are very high, the speed very low, the trains very few, and the remuneration of the proprietors very small.

94. Mr. Forbes, who was for ten years traffic manager of the Midland Great Western, thought that about £120,000 per annum might be saved by consolidated management.

" Mr. Tinsly, Mayor of Limerick, stated that in the journey from that city to Dublin there was sometimes a delay of two hours at the junction with the Great Southern and Western Railway, and although the distance between the two cities is only 130 miles the fastest train took five and a half hours.

" I am decidedly of opinion," says Mr. Cawkwell, "that the railway traffic of Ireland has never yet been half developed."

" Mr. Delahunty, the managing director of the Waterford and Kilkenny and the Kilkenny Junction Railways, said, "Although the distance from Waterford to Dublin is only 112 miles, third-class passengers require two days for the journey."

" Mr. Allport, the manager of the Midland Railway Company, thought "that great inconvenience arose from the fact of the country being split up into such small divisions, and that amalgamation would be exceedingly advantageous to the Irish system."

94. Mr. Macfarlane, a magistrate of the County Dublin, said the arrangements of the companies in the north of Ireland were very bad. He said, "He reached Omagh (about 130 miles from Dublin) about half-past three in the day, and unless he should stop a night on the way to Dublin he would not reach there before half-past five on the following evening." This witness further stated, that there are actually carriages taking the mails at night, but they carry no passengers; "that it being important for him to go to Dublin one night, he got on the engine as there was no other mode." "There is much less accommodation," said Mr. Macfarlane, "between the north of Ireland now than formerly, when there were coaches both in the daytime and in the night; now they have only conveyances in the day. The earliest train from the country does not reach Dublin till about half-past five p.m."
95. It appears from the evidence of Mr. Mulvaney, a gentleman who was formerly Commissioner of Public Works in Ireland, and who for many years has been extensively engaged in business in Prussia, that the fares in that country are very moderate. "In Germany," he said, "you see the labourers travelling by railway, the women coming in with their large baskets of vegetables and fruit a distance of ten or fifteen miles into a market town at the cost of three-eighths of a penny per mile; and they make their marketing before twelve o'clock in the day and go away in crowds."
- " Mr. Forbes said: "In my opinion the fares and rates in Ireland are prohibitory of any development of the traffic, and have been so ever since I have known the country. Practically since the opening of the railway system in Ireland nothing has been done in the way of experiment. If the rates were lowered there would be a very large increase in the traffic of the country." Mr. Forbes recommended that a reduction of 50 per cent. should be made in the charges, and stated that although there would be a loss of dividend for two or three years, it would be ultimately made up, but his directors would not consent.
- " Mr. Ryan, merchant, of Limerick, said that on account of their high charges the railways in Limerick were not doing the work of the country; "carriers were still numerous on all the roads where railways are, and we see all the traffic of our own county going by road by a route running parallel with railways; that the cattle are driven long distances, having been bought in the west of Limerick and Clare, and going up through Dublin on to Meath, where they are fattened; this brings them into very bad condition, and there are no buyers who would not be willing to give a moderate price for their carriage. As to our passenger trains, most of them are very empty indeed, and if fares were considerably reduced there would be a very large increase of third-class passengers; the small farmers and men going to market with their butter, corn, and other farm produce would use the railways instead of driving their cars along the road."
96. Mr. Parker, a Dublin merchant, said that owing to the unsatisfactory situation of the companies, the directors were unable to venture on any bold experiments, and that a great reduction of fares would bring the masses to travel, a trifling reduction in the railway fares would do nothing, a large reduction would be a political advantage, a social advantage, and a commercial advantage. The reduction of fares for passengers would, he thought, increase to an enormous extent the traffic.
97. Mr. Bewley dwelt strongly on the importance in a political, social, and commercial point of view of a general reduction being made in the fares charged for passengers. He believed "that if a very large reduction took place, within a few years the increase of the traffic would be so great as to bring up the income to an amount greater than the present. He proposed the third class passengers should be charged one-fifth of a penny per mile, second-class four-tenths, and first-class seven-tenths per mile.
- " Mr. Bagot, a Dublin merchant, said, "Our travellers would visit three, four, or five times more towns in Ireland than they do if the railway charges were moderate."
- " Mr. Pim, the present Member for Dublin, recommended that the fares should be reduced to $\frac{1}{4}$ d., $\frac{1}{2}$ d., and $\frac{3}{4}$ d., per mile for the several classes. At present the labouring classes do not travel by railway, as it is cheaper for them to walk.

97. Mr. Bidder, civil engineer, thought it most desirable that a low scale should be established for the carriage of coal; and he thought that if the lines were purchased and leased out by Government, that $\frac{3}{4}$ d. should be paid per ton per mile.

Mr. Forbes thought that coal could be carried at $\frac{1}{4}$ d. per ton per mile all over Ireland.

- Mr. Brady, secretary to the Special Commissioners on Irish Fisheries, said,
 "That the railways had not given those facilities of transit that would induce the fishermen to follow their occupation with diligence. The rates of carriage on fish, particularly on small parcels, tend very much to depress it. Fishermen, unless they get the way of sending small parcels of fish, each man sending his parcel to his factor in Dublin, must sell it to some hawkker or others, who send it away, and the consequence is, that the hawkker is the man who gets the profit, and the fisherman gets very little for his trouble. I think that if the railways afforded greater facilities you would give greater encouragement to the coast population to fish, for they will take any ordinary employment rather than follow that very precarious one of fishing, unless they have good markets and facilities. Each fisherman ought to have facilities afforded him, then he would get his money direct the next day to himself."

The chairman of the Great Southern and Western Railway, Mr. Haughton, said that "he would be a very bold man who would make the experiment of reducing fares, and that such a proposition had not even been taken into serious consideration by his board at any time, that the only change of fares since the opening of his railway was an advance of 10 per cent. about nine years ago on first and second-class fares." He thinks that Ireland is in a poor condition, and does not expect any great increase in passenger traffic. He added "that many Irish lines are irretrievably ruined, that he does not see how they are even to be kept in repair, and that there is only one line in the South of Ireland running into his own which has not at the present moment the whole of its original capital gone." He believed that the practice of issuing return tickets leads to great frauds, and he therefore objected to it.

- A strong opinion in favour of the purchase of the Irish railways by the Government and their amalgamation has been expressed by Mr. Malcomson, the chairman of the Limerick and Waterford Railways, he said, "the Irish railways represent an expenditure of £26,395,100, which, as valued by Mr. Dargan, are now worth £22,000,000."

Mr. Ennis, who at the time he gave his evidence was chairman of the Midland Great Western Railway Company, was of opinion that the traffic of Ireland was a limited quantity, and do as you might in the way of reduction you would not be able to arrive at anything like a compensating receipt in money. It should, however, be here observed that Mr. Ennis subsequently explained that he meant "with reference to any large money increase, although the traffic might increase, and therefore in that sense it may be said to be a limited quantity," and in illustration of this position Mr. Ennis said, "We carried last year 70,000 harvest labourers back and forward to England at $\frac{1}{4}$ d. per mile, and we thought we had gone as far in the way of reduction as it was possible to go."

Mr. Ennis gave proof of the necessity of lower fares by the statement which he made from his own personal knowledge of the great number that preferred walking to pay $\frac{1}{4}$ d. per mile. He said, "I have often seen men walking past my gates in clusters of 20 or 30, and hire one of the cars of the country for eight or ten Irish miles. Ten men being carried on the car they used to ride in, they would pay 3s. or 4s. for it."

The Earl of Lucan, chairman of the Great Northern and Western Railway, had great faith in the ultimate result of a large reduction in fares. He was firmly of opinion that on their own railway, if they could afford to have a smaller dividend for the next four or five years by lowering the fares considerably, not less than 50 per cent., we should pay a larger dividend than at present.

Lord Clancarty is a director of the Midland Great Western, and was so convinced that cheap fares would not diminish railway profits that he offered to guarantee the company he is connected with against loss if they would try

the experiment on a portion of their line, a proposition which they refused to accede to.

102. Mr. Cawkwell, the manager of the London and North Western line, was decidedly of opinion that the railway traffic of Ireland has never yet been half developed. He thought there could be no doubt that great good would result from amalgamation, if it could be carried out. The Irish boards do not appear to act together at all, you cannot get them to do so, I believe they are governed by local jealousies.

Mr. Bidder did not think that much even of temporary loss would be incurred by a large reduction of the fares and charges. "The economy which would be introduced by sweeping away so many boards of directors, the greater economy that would take place in the working from being in one set of hands, the greater use that would be made of the rolling stock and the stimulus that would be given to traffic by the lowering of the rates would be attended with great advantages. I think that a company taking the Irish railways in hand upon the terms I have suggested, and beginning at once upon those terms, would secure the state from any possible loss."

Report of Sir Rowland Hill, K.C.B., F.R.S.

108. In one sense the railway companies have met with great success, the actual amount of traffic far exceeding the most sanguine expectations of the original projectors. Such unexampled success should, in the natural order of things, be attended with large profit to those whose enterprise, perseverance, judgment, and capital have produced it.
- " No one can fail to be struck with the great amount of public dissatisfaction on the subject of railway management, of which, indeed, not a little has come before us in evidence. And it must be admitted, that there are points and occasions on which complaint is well founded, and that the grounds of such complaint it is important to remove.
109. It must be borne in mind, that on all or nearly all lines of railway Parliament has a controlling power; as it has specially reserved authority to revise, as often as it shall think fit, the maximum rates of any line; so that any attempt to maintain unduly high rates can readily be checked.
110. What I recommend is, that either a department of Government should be created, or the superintendence of railways committed to one of the existing departments, and that the controlling power thus established should act as lessor, not only in granting leases, but also in fixing suitable terms and enforcing due observance of contract.
111. That the plan described in this summary might be tried experimentally by the purchase, in the first instance, of some one railway, or, say, of all the Irish railways.
112. I am of opinion that the system of management by lessees would be found to have important points of advantage alike over the existing system of management by directors, and over any plan of direct management by the Government itself.
- " Amongst the reasons for the transfer of railway property to the Government, not the least important is the effect which such transfer would have in giving to this kind of property that stability in which it is now so notoriously deficient.
113. The reasons for transferring the general control of our railways to other hands appear to have been greatly strengthened by recent events. Some lines appear to be sinking into bankruptcy, others have confessedly fallen into that state, and the way to deal with such lines has already become a perplexing question. It is extremely improbable that a company in a state of bankruptcy can work its line in a manner consistent even with public safety.
114. *In relief from taxation.*—Should railway property be transferred to Government, the change will naturally open the question of continuing the tax on railway travelling; and it is scarcely needful to say, that as soon as the revenue can spare the amount involved, it is desirable that this and every other mode of conveyance should be relieved of an impost so obviously objectionable; a relief the more equitable, seeing that in Ireland the impost does not exist.

4. As regards local taxation, the injustice of the present system has been spoken of elsewhere (par. 3); and as there seems to be no reason why railroads, after becoming national property, should be rated while other roads remain free, and as at the same time it cannot be to the interest of the nation at large to tax its own property for *local purposes*, thereby taking money out of one pocket to put it in another,—raising the fares to lower the rates,—it appears reasonable that, as a part of the whole plan, such local taxation should be abolished.

15. By reduction in current expenses, however, reduction in fares is promoted more directly and efficaciously: for while, equally with economy in outlay, it creates *ability* to reduce, it also—as may be shown—renders reduction, to a certain extent, an act of sound policy even as regards simple profit.

21. Whatever objections may exist to the Government purchase of the English and Scotch railways, the case of Ireland is evidently peculiar, the impossibility of continuing the present system being, indeed, distinctly maintained by nearly all the witnesses on the subject, however they might differ as to the mode of relief. The management of most of the lines (with a few creditable exceptions), seems to be universally regarded as at once costly and inefficient, the fares and other charges as unnecessarily high, whilst for want of that co-operation now becoming, through amalgamation and other means, so common in England and Scotland, the conveyance of passengers and goods is subjected to much inconvenience and derangement.

22. Many of the companies are represented to be in serious pecuniary difficulties, and it is urged that without aid from Government several of the lines must fall into disuse.

The evidence shows the existence in Ireland of a strong desire for the purchase of the railways by Government, and that such desire, if not universal, is very general.

It should be added, that as the whole railway system of Ireland does not greatly exceed the length of line held by some single companies in England, while the capital invested and the amount of traffic are even less, the purchase of the lines would involve comparatively little risk or responsibility.

It is therefore recommended that the Irish lines should be purchased by Government, as early as practicable, in the manner proposed in par. 10 in respect of railways generally.

A reference to Mr. Monsell's separate Report will show that while there are important points of difference between us, especially as to the conditions of purchase, we nevertheless agree in recommending that the Irish railways should be dealt with first, and that their purchase by Government should be made with all convenient speed.



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